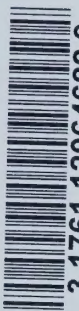


CA24N

2 1

-74T50
#30



3 1761 12064622 9

COUNTY OF YORK BRIEF
TO THE
ROYAL COMMISSION
ON
METROPOLITAN TORONTO

FEBRUARY 1964

THE
HISTORICAL SOCIETY
OF
ONTARIO

COUNTY OF YORK BRIEF

LIST OF TABLES

ABBREVIATIONS

CHAPTER I - A BRIEF HISTORY OF THE COUNTY

CHAPTER II - COUNTY AND TOWNSHIP - 1907 to 1963

COUNTY OF YORK BRIEF

CHAPTER III - TOWNSHIP OF YORK AND TOWNSHIP OF NORTH YORK - 1907 to 1963

TO THE

CHAPTER IV - TOWNSHIP OF YORK AND TOWNSHIP OF NORTH YORK - 1907 to 1963

ROYAL COMMISSION ON METROPOLITAN TORONTO

CHAPTER V - TOWNSHIP OF YORK AND TOWNSHIP OF NORTH YORK - 1907 to 1963


CHAPTER VI - TOWNSHIP OF YORK AND TOWNSHIP OF NORTH YORK - 1907 to 1963

CHAPTER VII - TOWNSHIP OF YORK AND TOWNSHIP OF NORTH YORK - 1907 to 1963

CHAPTER VIII - A CASE FOR STRUCTURAL CHANGE IN METROPOLITAN TORONTO
SHOWING THE NEED FOR THE REORGANIZATION OF
LOCAL GOVERNMENT

CHAPTER IX - A CASE FOR MAINTAINING THE PRESENT BOUNDARY
SHOWING THE NEED FOR THE REORGANIZATION OF
LOCAL GOVERNMENT

FEBRUARY, 1964



Digitized by the Internet Archive
in 2025 with funding from
University of Toronto

TABLE OF CONTENTS

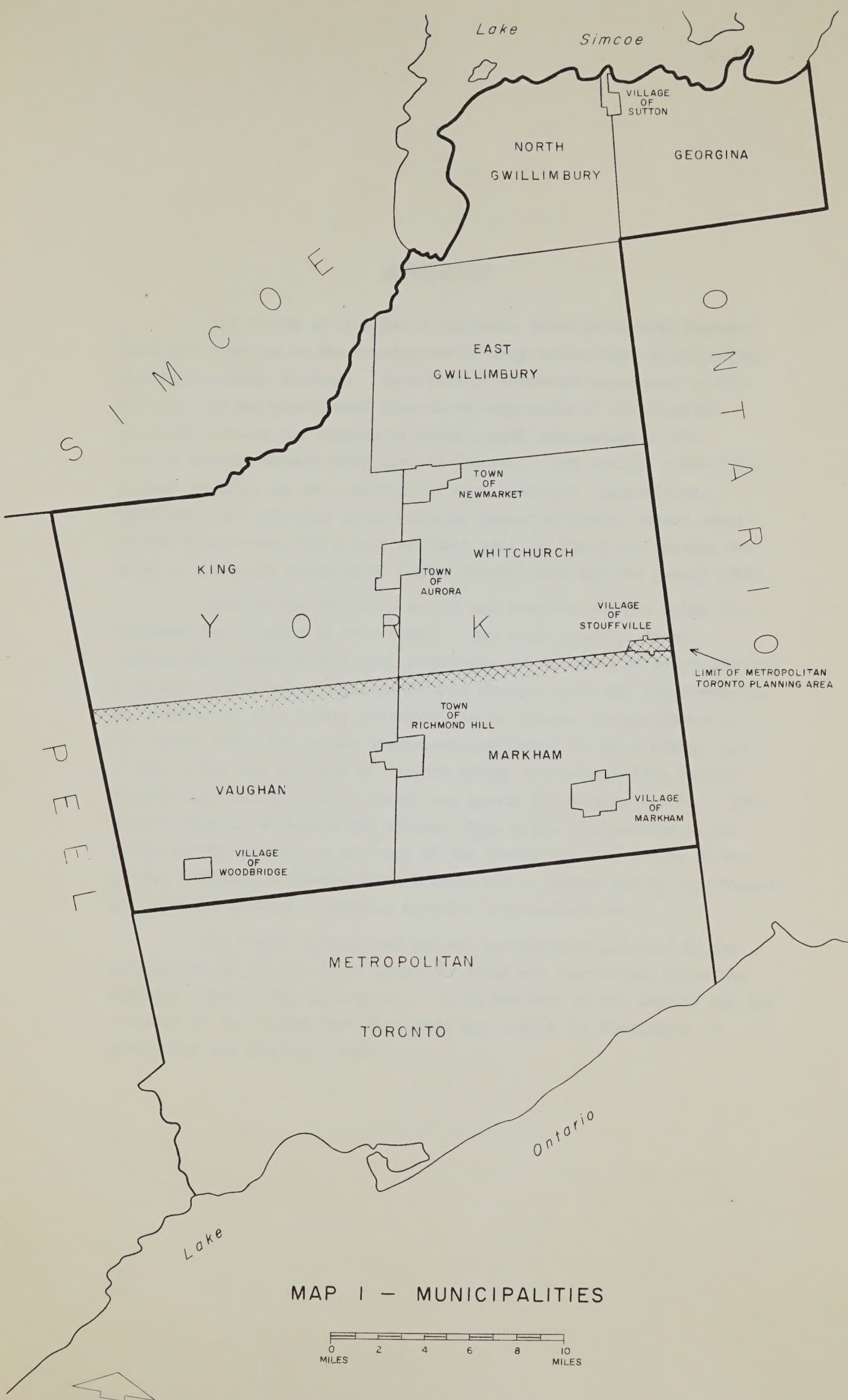
LIST OF TABLES

INTRODUCTION

- CHAPTER I - A BRIEF HISTORY OF YORK COUNTY
- CHAPTER II - GROWTH AND CHANGE - 1953 to 1963
- CHAPTER III - PROJECTION OF GROWTH AND CHANGE - 1963 to 1973
- CHAPTER IV - SERVICES RELATED TO METROPOLITAN TORONTO
- CHAPTER V - TORONTO AND YORK ROADS COMMISSION
- CHAPTER VI - ADMINISTRATION OF JUSTICE
- CHAPTER VII - PLANNING
- CHAPTER VIII - A CASE FOR STRUCTURAL CHANGE IN METROPOLITAN TORONTO AFFECTING THE SOUTHERN BOUNDARY OF YORK COUNTY
- CHAPTER IX - A CASE FOR MAINTAINING THE PRESENT BOUNDARY BETWEEN METROPOLITAN TORONTO AND THE COUNTY OF YORK

LIST OF TABLES

<u>TABLE</u>		<u>PAGE</u>
1.	YORK COUNTY POPULATION GROWTH, 1901 to 1951	1.
2.	LOCAL MUNICIPAL POPULATION GROWTH, 1901 to 1961	2.
3.	AREA, ROADS, POPULATION AND ASSESSMENT - METROPOLITAN TORONTO AND YORK COUNTY - 1953	3.
4.	TOWNSHIP FARM CHARACTERISTICS, 1951 and 1961	7.
5.	COUNTY FARM VALUES, 1951 and 1961	8.
6.	EMPLOYMENT BY MUNICIPALITY, AUGUST, 1960	10.
7.	RATIO OF EMPLOYMENT TO POPULATION, 1956 and 1980	10.
8.	RESIDENT OCCUPATIONS - 1961	11.
9.	TOTAL ASSESSMENT, 1957 to 1962 AND ASSESSMENT PER CAPITA	12.
10.	TYPE OF ASSESSMENT - 1962	14.
11.	COUNTY OF YORK REVENUE AND EXPENDITURES, 1954 to 1962	17.
12.	ESTIMATED POPULATION GROWTH BY MUNICIPALITY to 1973	18.
13.	COMPOSITION OF EMPLOYMENT, 1956 and 1980	22.
14.	COST OF LOCAL SERVICES BY GROUPS OF MUNICIPALITIES, 1962	24.
15.	TOTAL TAXABLE ASSESSMENT AND DEBENTURE DEBT - 1962	25.
16.	TORONTO AND YORK ROADS COMMISSION - TOTAL EXPENDITURE, 1954 to 1962	32.
17.	ROADS EXPENDITURE AS PERCENTAGE OF NET COUNTY EXPENDITURE, 1954 to 1962	32.



MAP 1 - MUNICIPALITIES

INTRODUCTION

The County of York has a historic association with Toronto which has resulted in the development of many substantial relationships with Metropolitan Toronto. As a form of federated government in its own right it has experienced successive reductions of its original political area in the decades of urban growth culminating in the present complex metropolitan area of Toronto. The County, created for a rural society, is now a mixture of many elements: agriculture, dormitory urban centres, rural hamlets, summer cottages, summer camps, conservation areas, and a host of other uses and functions serving the needs of a society which is no longer purely rural nor yet purely urban.

Some of the physical, social and economic changes which have occurred are recorded in this Brief. The basic question to be considered is whether political structures and division of responsibility have been sufficiently adjusted to meet changed needs and circumstances. The purpose of this Brief, therefore, is to examine the experience of the County since the former twelve municipalities in the southern part of the County and the City of Toronto became the Metropolitan Toronto Corporation, and to project change and growth for another decade. The purpose also is to assess the changes which might be necessary in the status of the County, or any part of the County, as they relate to the present boundary of Metropolitan Toronto and to assess the appropriateness of continued sharing of certain specific responsibilities.

The County Council has had the professional guidance in the preparation of this Brief of Murray V. Jones and Associates, Urban and Regional Consultants, of Toronto. It is the hope of the Council and the citizens of the County that this Brief may assist the Commission in performing its difficult task.

CHAPTER I

A BRIEF HISTORY OF YORK COUNTY.

The County of York did not exist as a corporate entity until 1850. Prior to that date the Home District remained as the sole unit of Municipal Government (apart from the City of Toronto) for an area which included the present counties of Ontario, York, Peel, Simcoe and Dufferin. This situation was rectified by the Baldwin Act of 1849 which permitted the establishment of townships, towns and villages as separate municipal corporations united under a county council.

The County of York was originally composed of ten municipalities, seven of which still remain within county jurisdiction (see Map 1); North York and East York were added in 1922 and 1924 respectively. The ultimate total of six towns and eight villages were incorporated between 1857 (Town of Newmarket) and 1930 (Village of Long Branch); half of this number is currently within the County.

The population in the County rose sporadically from 50,000 at the date of incorporation to a total of only 64,600 at the turn of the century, while by contrast the City of Toronto had increased during the same interval from 30,000 to 208,000. Though a degree of impetus was lent by the construction of railways in the latter part of the century, a decline in rural population ensued in the period between 1870 and 1914. This decrease was largely restricted to the outlying townships and was caused at various periods by an exodus to Western Canada, depression of rural economy, shortage of labour, loss of soil fertility and the attraction of the nearby urban centres as a place to work and live.

The following table is indicative of the inverse relationship of growth between the County and the City of Toronto. The increase of city population slowed as the stock of undeveloped land diminished and by 1921 the improvement of road facilities effectively permitted unlimited expansion beyond the city boundary.

TABLE 1

YORK COUNTY POPULATION GROWTH, 1901 to 1951

<u>Year</u>	<u>City of Toronto</u>	<u>% Increase</u>	<u>County of York</u>	<u>% Increase</u>
1901	208,040	-	64,623	-
1911	376,471	81.0	67,763	4.9
1921	521,893	38.6	125,772	85.6
1931	631,207	20.9	225,748	79.4
1941	667,457	5.7	284,092	25.8
1951	675,754	1.2	500,868	76.3

Source: D.B.S.

By 1945, the population of what is now Metropolitan Toronto had reached 1,000,000; the balance of the County had not been affected to the same degree by the post-war expansion and remained under 50,000. The basic economy of most of the County was still rural and the limited growth was restricted to the small urban centres which continued to function as trade centres for the surrounding townships.

As illustrated in Table 2, this situation prevailed until 1951 for the municipalities north of Steeles Avenue.

TABLE 2

LOCAL MUNICIPAL POPULATION GROWTH, 1901 to 1961

<u>Municipality</u>	<u>1901</u>	<u>1911</u>	<u>1921</u>	<u>1931</u>	<u>1941</u>	<u>1951</u>	<u>1961</u>	<u>% Increase 1951-1961</u>
Aurora	1590	1901	2307	2587	2726	3358	8791	161.8
Newmarket	2125	2996	3626	3748	4026	5356	8932	66.8
Richmond Hill	629	652	1055	1295	1345	2164	16446	660.0
Markham Vil.	967	909	1012	1008	1204	1606	4294	167.4
Stouffville	1223	1034	1053	1155	1253	1695	3188	88.1
Sutton	646	753	789	788	1051	1168	1470	25.9
Woodbridge	604	607	672	812	1044	1699	2315	36.3
Georgina	1808	1720	1453	1526	1497	1836	2415	31.5
E. Gwillimbury	3570	3369	3140	3307	3647	4400	10357	135.4
N. Gwillimbury	1827	1654	1630	1899	2094	2707	5642	108.4
King	5565	5007	5149	4911	5357	7469	12845	72.0
Markham Twp.	5378	5328	5267	6331	7134	10625	13426	26.4
Vaughan	4586	4398	5080	5468	5829	9766	16701	71.0
Whitchurch	3619	3479	3529	3407	3294	5157	7391	43.3
Total	34137	33807	35762	38242	41501	59006	114213	93.6

Source: D.B.S.

It will be noted that the York County population north of Metropolitan Toronto has almost doubled over the past decade as opposed to a 42% increase for the same area in the period from 1941 to 1951. The majority of the latter gain was in the 5 year interval after the war; the previous growth, largely for reasons specified earlier, was characterized by a limited 22% increase in the 40 years between 1901 and 1941.

CHAPTER II

GROWTH AND CHANGE - 1953 to 1963.

By 1953, the servicing and related economic problems confronting the suburban municipalities adjoining the City of Toronto were so severe as to dictate the necessity for some form of municipal reorganization. The initial step was taken by the Town of Mimico, followed by the City of Toronto who requested the Province to amalgamate the thirteen urbanized municipalities into a single municipal entity. The Town of Mimico favoured the solution proposed by the City but suggested the alternative of joint management of essential services should total amalgamation prove impracticable. Despite the combined opposition of the remaining 11 municipalities, the Ontario Municipal Board under the chairmanship of Lorne R. Cumming handed down a decision in January, 1953 that resulted in provincial legislation establishing the Municipality of Metropolitan Toronto. The effective jurisdiction of the Metropolitan government began on January 1, 1954.

The creation of Metropolitan Toronto accordingly reduced the number of municipalities in the County of York by 12 to the following total of 14.

Town of Aurora	Township of Georgina
Town of Newmarket	Township of East Gwillimbury
Village (now town) of Richmond Hill	Township of North Gwillimbury
Village of Markham	Township of King
Village of Stouffville	Township of Markham
Village of Sutton	Township of Vaughan
Village of Woodbridge	Township of Whitchurch

Table 3 illustrates the effect of this action in terms of land area, roads, population and assessment at the end of 1953.

TABLE 3.

AREA, ROADS, POPULATION AND ASSESSMENT - METROPOLITAN

TORONTO AND YORK COUNTY - 1953.

	<u>Total</u>	<u>12 Metro Municipalities</u>		<u>14 County Municipalities</u>	
		<u>Total</u>	<u>%</u>	<u>Total</u>	<u>%</u>
Area (Sq. miles)	857	206	24.0	651	76.0
Roads (Miles)	2,790	1,514	54.3	1,276	45.7
Population	571,967	507,024	88.7	64,913	11.3
Assessment (\$)	979,680,915	928,550,858	94.8	51,130,057	5.2

Source - Dept. of Municipal Affairs Statistics

Despite the fact that the total area annexed to Metropolitan Toronto constituted only 24% of the original area of York County, the population within this area represented 88.7% of the total and roads only 54.3%. The assessment figure is even more significant with 94.8% of the total for York County being within the 12 metropolitan municipalities. This latter figure must not, however, be interpreted too literally. At the time of the Ontario Municipal Board hearing the proportion of assessment lost from the county was estimated to be 86.45%; the substantial change in the 2 year period is largely attributable to the reassessment carried out for the metropolitan area by the Province in the intervening period.

While it is therefore difficult to ascertain exactly how much assessment was lost to Metropolitan Toronto there can be no doubt, in the words of the County Auditors, that the outlying municipalities had "a very much greater acreage to administer, a very much larger mileage of road to maintain and presumably a considerably less robust economy with which to support taxation to meet expenditures". The Auditor's report, prepared by McDonald, Currie and Co. in March, 1950 and revised in March, 1951 compared the estimated county levy required at that time to support county operations with the levy resulting from the removal of the 12 metropolitan municipalities. The additional expenditure assigned to the reduced number of municipalities was estimated to be \$199.334 or a 121% increase over the previous total levy for the same area.

The problems occasioned by the proposed severance were recognized in the Cumming report. Under the heading "Statutory County Functions" the report analyses the position of the 12 suburban municipalities within the county and the implications of removing same in terms of those basic county functions affected by the change.

"The board has previously referred to the vital interest of the County of York in the future of the twelve suburbs directly concerned in these applications. Originally they were typical rural municipalities and although their proximity to the central city resulted in the establishment of a number of residential communities around the fringes of the city and in rural villages, their economy was substantially agrarian. The rapid urbanization of larger and larger areas around the city and the great influx of a new urban population, particularly within the last two decades, have completely transformed the suburbs, have been responsible for the creation of entirely new urban municipalities, and have made continued suburban association with the northern rural sections of the county unrealistic. It was shown in the evidence that if these twelve suburbs were separated from the county, the county would lose no less than eighty-seven per cent of its population and the same proportion of its equalized assessment. It should be pointed out, however, that even then it would remain one of the larger counties in Ontario with a total equalized assessment in 1950 of more than \$28 million and a population slightly under fifty thousand. The effect of the proposed separation of the suburbs from the county was carefully

examined in a report made to the County Council by the county auditors on March 21, 1950, and a supplementary report on March 22, 1951 showed the effect of including all of the townships of Scarborough and Etobicoke. It is clear from these reports that county taxation in the northern municipalities would be substantially increased as a result of the proposed separation, but that this loss could be greatly reduced or even eliminated if the remaining county could be relieved from the estimated cost of maintaining a disproportionate amount of the mileage of county and suburban roads, and if the major items of estimated county expenditure were reduced by transferring the corresponding services either to the individual suburbs or to some type of metropolitan authority which would include them."

"The board is now proposing that the twelve suburbs should be joined with the city in a metropolitan reorganization, and after most careful consideration of all the circumstances, it is fully satisfied that it is an essential part of this proposal that the suburbs must be separated from the county for all municipal purposes. In the preceding pages the board has set forth specific proposals for the transfer of responsibility for arterial highways which is by far the most costly service now provided by the county. In the opinion of the board the other major services for which the county is now responsible should be transferred to the proposed Metropolitan Council, and should not be left to the individual suburbs as separated municipalities as would be the case if they were permitted to withdraw from the county by special legislation in the ordinary way.

"The board therefore recommends that the Metropolitan Council be required to assume and finance through metropolitan taxation on the basis of a uniform metropolitan assessment the statutory obligation of both the city and the suburbs to supply the following services.

- (a) Hospitalization of indigent patients and post sanitarium care under The Public Hospitals Act and The Sanatoria for Consumptive Act.
- (b) The maintenance of neglected children under The Childrens Protection Act or of children committed to Training Schools and the maintenance of females committed to Industrial Refuges.
- (c) The establishment, erection and maintenance of Homes for the Aged to serve the metropolitan area.
- (d) The statutory obligation of the city and the suburbs to pay their just share of the costs of the Administration of Justice and the provision and maintenance of Court Houses and Jails."

These recommendations were reflected in the subsequent provincial legislation which largely implemented the Cumming Report. The Municipality of Metropolitan Toronto Act not only separated the 12 municipalities for municipal purposes from the County of York (S.149) but established the responsibility of the former with respect to area residents for the cost of:

- (a) Hospitalization of indigent persons, (S. 155)
- (b) the maintenance of neglected children, (S. 165)
- (c) the maintenance of children in training schools, (S. 169)

and (d) the maintenance of residents in homes for the aged (S. 163).

One further section of the Act provided that the County be liable for expenses of the registry office for any constituent municipalities within the registry office district (S.192 (10)).

In the general area of adjustment of assets or compensation the Metropolitan Toronto Act also specifies the following

- "S.267 (1) Except as provided in this Act, the Municipal Board, upon the application of any area municipality, The Corporation of the County of York or the Metropolitan Corporation, may exercise any of the powers conferred on it by clauses a and d of subsection 10 of section 14 of The Municipal Act.
- (2) In addition to its powers under subsection 1, the Municipal Board has power to direct the Metropolitan Corporation to pay to The Corporation of the County of York, in a lump sum or in its discretion over a period of years from the 1st day of January, 1954, on a progressively reduced basis, such amount as it deems just and equitable to relieve the County from any undue burden caused by the separation from the County of the municipalities mentioned in section 149. R.S.O. 1960, c. 260, s. 267."

This section has particular application to those functions which have remained common in interest to both the County and Metropolitan Toronto. Subsequent Ontario Municipal Board action in this regard and further sections of the Metropolitan Toronto Act relating to the common functions of roads and administration of justice will be dealt with at greater length in Chapters V and VI.

Since 1953, there have been a number of significant changes to the economy of York County and its constituent municipalities. Though statistics are lacking for all elements of the economic base of the county municipalities, it is useful to briefly consider trends in agriculture, employment, resident occupations, assessment and county revenue and expenditure. The available data is generally not co-incidental with the decade since incorporation of Metropolitan Toronto in 1953, but the figures may be employed to evaluate general trends in that period.

Agriculture

Table 4 indicates the trend in the number of farms, in farm population and in average size of farms between 1951 and 1961 for the seven townships in the County of York. The provincial totals are included for comparative purposes.

TABLE 4

TOWNSHIP FARM CHARACTERISTICS, 1951 and 1961

Township	No. of Farms			Farm Population			Av. size of Farms (acres)		
	1951	1961	% Change 1951=100%	1951	1961	% Change 1951=100%	1951	1961	% Change 1951=100%
Georgina	157	152	97	647	593	91	162	147	91
E. Gwillim.	393	345	88	1,925	1,473	76	125	124	99
N. Gwillim.	218	169	78	947	659	69	123	129	105
King	799	657	82	3,529	3,098	88	95	103	108
Markham	638	491	77	3,511	2,173	62	89	105	118
Vaughan	486	376	77	2,664	1,671	63	114	137	120
Whitchurch	449	389	87	2,209	1,580	72	109	120	110
Total	3,140	2,579	82	15,432	11,247	73	106	116	109
Province	149,920	121,333	81	702,778	524,490	74	139	153	110

Source: D.B.S.

As may be evidenced from the table, the County as a whole is quite close to the provincial totals in the diminishment in number of farms and farm population in the decade to 1961. The decrease in number of farms is, of course, directly related to both their increased average size and to the gradual expansion of urban areas. The drop in farm population is similarly attributable to the loss of farm land to urbanization and to the changing structure of farm economics and mechanization which has led to an increase in their average size.

Of the seven county townships, the change in farming activity is understandably most noticeable in Markham and Vaughan. The number of farms in the two municipalities has decreased some 5% more than the comparable percentage for the whole county. The farm population has decreased from 10 to 11% more in Markham and Vaughan than the county as a whole. Both of these figures are indicative of the growing extent of urbanization in the southern portions of the townships peripheral to Metropolitan Toronto. The only other township below the county percentages in these respects is North Gwillimbury; a change attributable to the demands of the resort function along the Lake Simcoe waterfront. The Township of Georgina has had the least change of all seven townships since 1951, experiencing no pressure for urbanization and having achieved a greater degree of control in the spread of resort areas away from the lake frontage.

As indicated in the preceding Table 4, the average size of farms in the province is some 37 acres or 32% higher than the average for the seven York County townships. This is primarily attributable to higher land values and to the feasibility of economically farming smaller holdings having the benefit of a location near a large urban market. The latter point is demonstrated by comparing the value of

products sold per farm in York County with the province as a whole. In 1961, the average value of sales per farm in York County totalled \$8,240.00 - 33% higher than the \$6,190.00 value of sales per farm for Ontario, despite the smaller average size of farm.

The value of farm products sold in York County indicates a decrease in dairy products between 1951 and 1961 and a concurrent increase in vegetable and greenhouse products. The latter increased from 16.9% of the total value of farm products in 1951 to 25.4% in 1961, while the dairy products decreased from 26.6% to 21.8%. The York County municipalities, higher in these two categories, displayed a much lower percentage in value of field crops and cattle than the remainder of the province.

The following Table 5 is indicative of the inherent difference in actual farm value in the County of York to that of the province as a whole, as well as the trend between 1951 and 1961.

TABLE 5
COUNTY FARM VALUES, 1951 and 1961

	Province of Ontario				County of York			
	1951		1961		1951		1961	
	\$, 000's	%	\$, 000's	%	\$, 000's	%	\$, 000's	%
Lands and buildings	1,419,363	56	2,572,304	68	77,067	69	123,133	81
Mach. & Impl.	445,277	18	579,281	15	15,359	13	16,052	10
Livestock	683,328	26	590,011	17	20,091	18	13,851	9
Total	2,547,968	100	3,741,596	100	112,517	100	153,036	100

The first figure exemplifies the higher investment in land in York County; it is likely that the amount invested in machinery is at least proportionate if not higher per farm than that in the balance of the province. The difference in livestock value is largely due to the same factor (i.e. the higher proportionate cost of land), though the significantly lower extent of cattle farming in the county would partly explain the discrepancy.

From the above, it may be concluded that the York County townships possess certain economic characteristics directly attributable to their location with respect to Metropolitan Toronto. The urban influence on land use and values appears to be dominant within a 30-mile radius; the degree of dominance is inversely proportional to the distance from the Metropolitan area. A variety of non-farm uses (golf courses, quarries, rural residential development etc.) tends to inflate farm values which are as much as 10 times greater than comparable land over 75 miles in distance from the urban area. This characteristic is

markedly evident in Markham and Vaughan where land sold for general farming purposes has increased in value from \$200 to over \$500 per acre in this last decade. Poorer soils and a more permissive attitude towards land divisions for residential use has put King Township in a somewhat similar position, though actual land values are not as high.

The remaining townships of Whitchurch, East and North Gwillimbury and Georgina have been less affected by the urban expansion to the south. The demand for marginal non-farm uses is less and there is accordingly less incentive to change in types of farming. This is exemplified in the increase in number of cattle in these four townships when the overall county has decreased substantially. The growth of the resort use in the Lake Simcoe area has not materially affected the rural economy away from the lake.

The social implications of these trends have been evaluated by Professor F.O. Sargent, formerly of the Department of Agricultural Economics at the Ontario Agricultural College:

"The third dimension of the changing pattern of land use is human. People are making decisions concerning changes in land use which reflect basic long-run trends in social organizations. These changes may be summarized by saying that the former dichotomy of rural society and urban society is being replaced by a single rururban community. This change is reflected in land use by the change from full-time family farming to a number of varieties of farm land use. A full list of types of farm land use includes part-time farms, retirement farms, rural farm residences or hobby farms and farm enlargement.

"Part time farmers may be farmers who work casually at off-farm jobs, farmers who hold full-time non-farm jobs, or urban people who operate a farming enterprise with the help of a farm manager.

"Many low-income farms may be retirement farms in which the operator is supplementing a non-farm income or pension with a farm enterprise. Rural residences on farms are generally most numerous in close proximity to urban centres. Hobby and high investment farms are increasing in number as non-farm wealth is invested in farms. The farm enlargement demand is based on purchases by farmers who wish to expand their operations. It may be used as pasture while the farmhouse is moved or rented to someone desiring rural residence. Farm enlargement appears to be a significant factor in the land market in the zone 50-miles and further from Toronto."

Employment

Available data on employment for York County is restricted to those six municipalities within the Metropolitan Toronto planning area.

TABLE 6
EMPLOYMENT BY MUNICIPALITY - AUG. 1960

<u>MUNICIPALITY</u>	<u>Primary</u> <u>Mfg. &</u> <u>Constr.</u>		<u>Transp.&</u> <u>Commun.</u>		<u>Wholesale</u> <u>& Retail</u>		<u>Bus. &</u> <u>Personal</u> <u>Services</u>		<u>Community</u> <u>& Gov't.</u>		<u>Total</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Vaughan	605	44	122	9	111	8	120	9	407	30	1365	100
Woodbridge	298	32	120	13	210	22	234	25	79	8	941	100
Richmond H.	487	36	129	10	290	22	76	6	347	26	1329	100
Markham T.	1157	59	143	7	256	13	43	2	370	19	1969	100
Markham V.	350	38	128	14	256	28	81	9	102	11	917	100
Stouffville	225	39	44	8	163	28	34	6	107	19	573	100
Total	3122	44	686	10	1286	18	588	8	1412	20	7094	100

Source: N.E.S. Records
and M.T.P.B.

The above table indicates the somewhat higher proportion of primary manufacturing and construction employment in the two townships as opposed to the urban centres. The reverse is true in wholesale and retail employment, denoting the commercial services offered by the urban centres to their surrounding market areas. Other significant variances include the notably high proportion of total employment in the field of business and personal services in the Village of Woodbridge (25% as opposed to the average of 8% for all six municipalities) and the considerably lower percentage of employment in community and government services in the same municipality. The latter figure of 8%, indicative of the limited size and range of public services offered by Woodbridge, may be contrasted with higher figures of 30% and 26% in Vaughan Township and Richmond Hill.

The total employment in the six municipalities reflects the dormitory function of the smaller urban centres and the (as yet) rural oriented economy of Markham and Vaughan Townships. Table 7 permits a comparison of the ratio of employment to population for 1956 between Metropolitan Toronto and the six southern municipalities of York County. The figures include a projection to 1980 and were produced as part of the background to the draft Metropolitan Toronto Official Plan.

TABLE 7
RATIO OF EMPLOYMENT TO POPULATION, 1956 and 1980

<u>Area</u>	<u>1 9 5 6</u>			<u>1 9 8 0</u>		
	<u>Pop'n.</u>	<u>Employment</u>	<u>Ratio</u>	<u>Pop'n.</u>	<u>Employment</u>	<u>Ratio</u>
Metro Toronto	1,358,000	630,000	46%	2,300,000	1,043,000	45%
Suburban Tor.	336,400	74,000	22%	1,090,000	364,000	33%
Six Municip's.	40,000	6,000	15%	148,000	40,000	27%

Source: D.B.S., N.E.S., and
M.T.P.B.

Resident Occupations

The following table of resident occupational characteristics is of less significance than data relating to employment.

TABLE 8
RESIDENT OCCUPATIONS - 1961

<u>Municipality</u>	<u>Managerial</u> <u>Prof. & Tech.</u>		<u>Clerical</u> <u>& Sales</u>		<u>Service</u> <u>Tran. & Comm.</u>		<u>Prod. workers</u> <u>& labourers</u>		<u>Farmers</u>		<u>Total</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Aurora	625	20	872	28	510	16	1038	34	46	2	3091	100
Newmarket	733	23	707	23	639	20	986	32	53	2	3118	100
'Urban' Sub-total	1358	22	1579	25	1149	18	2024	33	99	2	6209	100
Richmond Hill	1524	27	1650	29	764	14	1562	28	101	2	5601	100
Markham Vil.	419	30	359	26	167	12	411	30	35	2	1391	100
Stouffville	266	25	244	23	197	19	297	28	47	5	1051	100
Woodbridge	212	23	216	23	134	14	362	39	12	1	936	100
Markham Twp.	1094	23	1073	22	670	14	1173	25	747	16	4757	100
Vaughan	1530	26	1220	21	850	15	1579	27	658	11	5837	100
'Suburban' Sub-total	5045	26	4762	24	2782	14	5384	28	1600	8	19573	100
'Rural' Sub-total*	2142	16	2161	16	2215	17	4109	31	2622	20	13249	100
York County	8545	22	8502	22	6146	16	11517	29	4321	11	39031	100

* Includes Village of Sutton, Townships of King, Whitchurch, E. Gwillimbury, N. Gwillimbury and Georgina.

Source: D.B.S.

The great majority of the urban population in York County is dormitory to Metropolitan Toronto in the sense that the wage-earners are employed in that municipality though residing to the north of Steeles Avenue. This is exemplified by comparing the total employment of 7094 (See Table 6) for the southern six municipalities in 1960 with the 19,573 total occupations listed by the 1961 census for the same year.

Table 8 is nonetheless of interest in providing a rough evaluation of social characteristics of the various municipalities through the percentage breakdown of occupational groups. It also provides a comparison of the effects of urbanization on Markham and Vaughan as opposed to the remaining townships whose location is sufficiently removed from Metropolitan Toronto to reflect a truer relationship of occupation to employment.

Assessment

Comparison of assessment for the constituent municipalities of the County of York has been made over a five-year interval employing the years 1957, 1960 and 1962. While data is available from 1951 (when a County Assessor was first appointed) the period selected is most appropriate for evaluating the recent changes in their economic growth. The

following table relates to recommended equalized assessment and indicates the average annual percentage increase in the intervals between 1957 and 1960 and between 1960 and 1962 as well as an assessment per capita figure for 1962.

TABLE 9

TOTAL ASSESSMENT, 1957 to 1962
AND ASSESSMENT PER CAPITA

<u>Municipality</u>	<u>1957</u>	<u>1 9 6 0</u>		<u>1 9 6 2</u>			
	<u>Assessment*</u>	<u>Assessment*</u>	<u>Avg.ann. % Incr.</u>	<u>Assessment*</u>	<u>Avg.ann. % Incr.</u>	<u>Pop'n</u>	<u>Assess \$ p/cap.</u>
Aurora	5,381,727	13,754,466	51.9	14,715,090	3.5	9,167	1605
Newmarket	9,421,348	13,052,069	13.7	14,000,077	3.6	8,813	1590
Richmond Hill	12,684,242	24,043,528	29.9	24,907,404	1.8	18,193	1370
Markham Vil.	4,274,636	7,053,515	21.6	7,957,733	6.4	5,005	1590
Stouffville	2,805,051	4,070,318	13.0	4,400,896	4.1	3,389	1300
Sutton	2,333,606	2,834,003	7.0	2,899,927	1.2	1,456	1990
Woodbridge	2,818,777	4,090,345	15.0	4,204,787	1.4	2,427	1730
Georgina	3,749,381	5,273,721	13.6	5,833,217	5.3	2,429	2400
E. Gwillimbury	6,163,663	11,083,537	26.6	11,681,850	2.6	11,200	1045
N. Gwillimbury	8,704,322	11,661,102	11.3	11,461,262	-0.9	5,551	2065
King	9,518,863	14,996,933	19.2	16,524,535	5.1	12,932	1275
Markham Twp.	14,355,080	20,384,014	14.0	25,291,108	12.0	14,656	1725
Vaughan	15,492,563	25,342,834	21.2	27,145,682	3.6	17,539	1545
Whitchurch	6,796,741	8,972,197	10.7	9,470,452	2.8	7,445	1270
Total	104,500,000	166,612,582	19.8	180,494,020	4.2	120,202	1500

* Recommended equalized Assessment
based on year indicated.

Source: County of York

The above assessment figures might be misleading to the extent that annexations took place in the period from 1951 to 1960 from Vaughan, King and Whitchurch Townships to Richmond Hill, Aurora and Newmarket respectively. This naturally reflects itself in the totals, but the proportion involved is quite small in terms of the overall assessment.

The average annual percentage increases are generally indicative of the rapid growth trends in the latter part of the last decade and sharply contrast with the recent increases to 1962. Based on the weighted average of 19.8% for the county as a whole, the areas of notable growth during the 1957 to 1960 period were Aurora (51.9%), Richmond Hill (29.9%) and East Gwillimbury (26.6%). The increased assessment in East Gwillimbury was to a large extent attributable to urban expansion in the vicinity of the Town of Newmarket; the latter municipality accordingly had only a 13.7% increase within its municipal boundary though its growth as an urban centre was comparable to Aurora.

Significant increases were experienced in Markham Village, Woodbridge and Stouffville and in the 'suburban' townships of Vaughan and Markham. The 19.2% average annual increase in the Township of King also reflects the urban influence in the form of rural residential development.

The Township of Whitchurch, having no appreciable degree of urban growth, increased in assessment at a rate roughly comparable to the rise in rural land values discussed in an earlier section of this report. The Townships of Georgina and North Gwillimbury were slightly higher than Whitchurch, probably due to assessment resulting from the 'resort' function. The Village of Sutton displayed the lowest average rate of growth at 7.0%.

The succeeding two year period produced a much lower weighted annual average for the county of 4.2%. The most notable increase (12.0%) occurred in the Township of Markham as a result of the development of several new subdivisions. The Village of Markham was above the average with 6.4%; also a product of subdivision activity. The Townships of Georgina (5.3%) and King (5.1%) were the only other municipalities higher than the county average; the former presumably due to the resort areas and related commercial development and the latter to the continuing increase in rural residential development.

The growth in assessment in Aurora, Newmarket and Stouffville showed a marked contrast to the earlier period from 1957 to 1960 but were, in comparison, considerably more active than Richmond Hill, Woodbridge and Sutton which fell below 2%. The Townships of Whitchurch, East Gwillimbury and Vaughan were all over 2.5%; the latter two displaying the most significant change from the previous period as a result of little or no urban development. The Township of North Gwillimbury was the sole municipality to drop in assessment from \$11,661,102 to \$11,461,262; an annual average decrease in the two year interval of 0.9%.

Table 9 also indicates the average assessment per capita of the fourteen municipalities and of the County as a whole. The figures range on either side of the weighted average of \$1500 per capita for the County of York from a high of \$2400 in the Township of Georgina to a low of \$1045 in the Township of East Gwillimbury.

There are several factors which contribute to this broad variation; the high proportion of resort residential assessment (see Table 10) in Georgina, North Gwillimbury and Sutton combined with a low resident population tends to exaggerate the per capita figure for those municipalities. Certain of the urban municipalities (such as Aurora, Newmarket, Woodbridge and Markham Village) can attribute their higher per capita average to a greater proportion of industrial and commercial assessment than that of Stouffville or Richmond Hill.

The per capita figures for the remaining municipalities may be related largely to the relative value of their predominantly residential assessment base. The Township of Markham, and to a lesser extent the

Township of Vaughan, has benefited from the demand for prestige development on larger properties in a location peripheral to Metropolitan Toronto. The Township of King has also encouraged this trend, though the lower average assessment per capita is indicative of the handicap of greater distance from the primary area of demand. The Townships of Whitchurch and East Gwillimbury both remain essentially rural and do not benefit from either higher land values, resort development or urban development of a quality characteristic of areas to the south.

Table 10 is a breakdown of the total 1962 local assessment (i.e. non-equalized) into the categories of residential, commercial, industrial and farm, together with their respective percentages. Comparative figures were not available prior to 1961 so no evaluation of trend is possible with regard to specific types of assessment.

For comparative purposes the fourteen municipalities have been divided in the following table into the categories of 'urban', 'suburban', 'resort' and 'rural'. This is, of course, a highly arbitrary division but it does permit the examination of assessment distribution within a grouping of municipalities based on common predominant economic factors.

TABLE 10

TYPE OF ASSESSMENT - 1962

	<u>Residential</u>		<u>Commercial</u>		<u>Industrial</u>		<u>F a r m</u>		<u>Total</u>
	<u>Assess.</u>	<u>%</u>	<u>Assess.</u>	<u>%</u>	<u>Assess.</u>	<u>%</u>	<u>Assess.</u>	<u>%</u>	
Aurora	9,679,247	63.9	2,796,170	18.4	2,642,737	17.4	29,652	0.3	15,147,806
Newmarket	8,967,780	62.5	3,998,830	27.9	1,306,130	9.1	68,435	0.5	14,341,175
'Urban'									
Sub-total	18,647,027	63.2	6,795,000	23.1	3,948,867	13.4	98,087	0.3	29,488,981
Richmond H.	24,628,485	78.6	5,158,323	16.4	1,546,260	4.9	-	-	31,333,068
Markham V.	5,969,405	72.3	1,795,418	21.8	487,060	5.9	-	-	8,251,883
Stouffville	3,120,370	74.8	886,910	21.3	51,335	1.2	110,605	2.7	4,169,220
Woodbridge	2,727,250	59.5	782,040	17.1	1,072,118	23.4	-	-	4,581,408
Markham T.	11,112,805	55.7	3,039,730	15.2	1,157,765	5.8	4,640,905	23.3	19,951,205
Vaughan	15,624,677	59.8	4,190,971	16.1	548,238	2.1	5,755,777	22.0	26,119,663
'Suburban'									
Sub-total	63,182,992	66.9	15,853,392	16.8	4,862,776	5.2	10,507,287	11.1	94,406,447
Sutton	2,059,637	71.0	835,007	28.8	-	-	4,680	0.2	2,899,324
Georgina	4,337,370	73.4	426,442	7.2	-	-	1,149,775	19.4	5,913,587
N. Gwillim.	8,850,600	83.7	725,300	6.9	-	-	994,250	9.4	10,510,150
'Resort'									
Sub-total	15,247,607	78.7	1,986,749	10.2	-	-	2,148,705	11.1	19,383,061
E. Gwillim.	7,237,615	64.5	1,191,985	10.6	231,200	2.1	2,562,485	22.8	11,223,285
King	9,290,145	57.0	1,335,970	8.2	176,665	1.1	5,501,435	33.7	16,304,215
Whitchurch	5,802,517	59.9	916,740	9.5	-	-	2,968,775	30.6	9,688,032
'Rural'									
Sub-total	22,330,277	60.0	3,444,695	9.3	407,865	1.1	11,032,695	29.6	37,215,532
York County	119,407,903	66.2	28,079,836	15.5	9,219,508	5.1	23,786,774	13.2	180,494,021

Source: County of York

The 'urban' municipalities of Aurora and Newmarket are characterized by a somewhat higher percentage of commercial and industrial assessment than the urban centres to the south. The dormitory function is increasingly apparent but the assessment base denotes a degree of sub-regional influence (considering the low population density of the surrounding area) which is lacking in those municipalities closer to Metropolitan Toronto. The exception to this is Stouffville which, however, is considerably smaller in size.

The total of 36.5% in commercial and industrial assessment in Aurora and Newmarket may be compared to the 21.0% for the same categories in the six 'suburban' municipalities common to the Metropolitan Planning Area. Richmond Hill has the most unfavourable balance of residential (78.6%) to non-residential assessment (21.3%); Woodbridge is the best due to the existence of two large industries. The two Townships, while economically tied to progressive urbanization, both have a substantial percentage of farm assessment which has been rendered more valuable through proximity to the metropolitan area.

The 'resort' municipalities display a much higher proportion of residential assessment due to the Lake Simcoe frontage. The average 78.7% may be contrasted to the 66.9% residential figure in the 'suburban' municipalities and the 60.0% average for the 'rural' group. The Townships of Georgina and North Gwillimbury are accordingly much lower in the farm category with only 11.1% as compared to 29.6% in the 'rural' townships. Industry is virtually non-existent in these latter six municipalities.

The overall totals for the County indicate a much lower balance of residential to commercial and industrial assessment in comparison with Metropolitan Toronto. Independent of the amount attributable to farm assessment, the ratio in the County of York is 76.2% to 23.8% as compared with 53.3% to 46.7% in Metropolitan Toronto in 1962.

County Revenue and Expenditure

Table 11 which is largely self-explanatory, consists of a breakdown of revenue, levies and expenditure for the County of York at two year intervals between 1954 and 1962. The primary expenditure is related to the operation of the Toronto and York Roads Commission which is financed both through a direct road levy (about 20% of total levies) from the constituent municipalities and through the issuance of debentures. The total expenditure on roads is summarized in Tables 16 and 17 (Page 32).

The remainder of County expenditure is roughly divided between the other basic functions of government - Children's Aid societies, the York County Health unit and the Home for the Aged (York Manor). The

balance constitutes about a quarter of total expenditure and is attributable to administration costs, welfare, education grants etc. The total of all county expenditures has now exceeded \$2,000,000 and represents an increase of 126.0% over the 1954 total of \$898,374. The population in the same interval has increased by only 72.6%.

TABLE II - COUNTY OF YORK REVENUE & EXPENDITURES - 1954 to 1962

ITEM	1954		1956		1958		1960		1962	
	\$	%	\$	%	\$	%	\$	%	\$	%
Administration of Justice	96,270	11	40,388	4	66,313	6	89,179	7	137,402	7
Children's Aid Societies	54,000	6	75,000	7	106,149	10	133,776	11	120,601	6
Hospitalization (Net)	36,554	4	34,356	4	38,753	3	21,820	2	33,361	2
York Manor (& Farm)	53,872	6	93,934	10	93,672	8	87,455	7	239,361	12
York County Health Unit	37,000	4	60,000	6	77,500	7	100,875	8	124,285	6
* Toronto & York Roads Commission	215,000	24	184,993	20	186,650	17	227,000	19	272,500	13
Debenture Principal & Interest	228,990	25	348,058	37	354,394	32	368,063	30	635,527	31
Other	176,688	20	110,468	12	184,197	17	197,741	16	467,559	23
Total Expenditure	898,374	100	947,197	100	1,107,628	100	1,225,909	100	2,030,596	100
Revenue	416,797		375,392		370,683		295,564		716,939	
Net Expenditure	481,577		571,805		736,945		930,345		1,313,657	

* See Table 16 for Actual Expenditure

CHAPTER III

PROJECTION OF GROWTH AND CHANGE - 1963 - 1973.

The population of York County has increased over the past five years at an average rate of 3,864 persons annually. While there are a number of variables which could in future alter this rate of growth, the annual total of 3900 has been employed as a base for assignment by population to various municipalities to 1973. Table 12 is an attempt to assign this overall increase to the constituent municipalities based on individual prevailing growth trends and a revised estimate premised on known factors which tend to modify these trends. Following Table 12 are a series of brief commentaries on the reasoning which has led to the estimate of the 1973 population for the fourteen municipalities.

TABLE 12
ESTIMATED POPULATION GROWTH BY MUNICIPALITY
to 1973

<u>Municipality</u>	<u>1959</u> <u>Pop'n.</u>	<u>Est.1963</u> <u>Pop'n.</u>	<u>Av.annual</u> <u>Increase</u>	<u>1973 Pop'n.</u> <u>proj.on inc.</u>	<u>Rev.1973</u> <u>Estimate</u>	<u>Av.Annual</u> <u>Increase</u>
Aurora	5,317	9,650	867	18,320	13,250	360
Newmarket	8,522	9,100	116	10,260	11,500	240
'Urban'						
Sub-total	13,839	18,750	983	28,580	24,750	600
Richmond Hill	15,032	18,900	774	26,290	22,000	310
Markham Vil.	4,217	5,300	217	7,470	10,000	470
Stouffville	2,874	3,550	133	4,880	5,800	225
Woodbridge	2,243	2,500	51	3,010	3,000	50
Markham Twp.	13,044	14,850	361	18,460	21,000	615
Vaughan	16,033	17,800	353	21,330	25,000	720
'Suburban'						
Sub-total	53,443	62,900	1,879	81,440	86,800	2,390
Sutton	1,434	1,450	3	1,480	1,500	5
Georgina	2,255	2,450	39	2,840	3,000	55
N. Gwillimbury	5,143	5,700	111	6,810	6,800	110
E. Gwillimbury	9,678	11,300	324	14,450	14,300	300
King	11,246	13,600	471	18,310	15,600	200
Whitchurch	7,397	7,600	44	8,040	10,000	240
'Rural-Resort'						
Sub-total	37,153	42,100	992	52,020	51,200	910
County Total	104,435	123,750	3,864	164,040	162,750	3,900

Aurora

Over the five year interval between 1959 and 1963, the population has grown faster than any other county municipality. Projecting this rate of growth, the population would virtually double in the 10-year period to 1973. The 1963 increase fell off sharply, however, and it is anticipated that the rate of growth will continue to be moderate. Aurora has estimated the 1973 total to be 13,250, suggesting the addition of about 200 gross residential acres out of

545 acres currently available for extension of urban uses within the town boundaries.

Newmarket

The Official Plan of Newmarket proposes an ultimate population of 18,000 for the town and 50,000 for the 'region'; the latter figure being considerably in excess of the 20-year projection in the plan. There are no dates implicit in the staging programme but it has been estimated that the rate of population growth will double that of the past five-year period which was dominated by urban expansion immediately beyond the limits of the town. The 1973 population has accordingly been calculated in Table 12 to be 11,500.

Richmond Hill.

The accelerated growth of Richmond Hill prior to 1959 has slackened since that time, though the municipality still has the second highest rate of population increase in the county. The slackening has been primarily due to two reasons; a reluctance to permit the extension of new housing development without a concurrent increase in non-residential assessment, and a basic lack of land within existing town boundaries to permit such development to take place. The projection in Table 12 has accordingly been premised on a slower rate of growth which by 1973 would result in the achievement of the maximum possible population within the present boundaries of the town. This picture would be substantially altered by annexation from Vaughan Township but such an eventuality is difficult to predict at this time.

Markham Village.

The past five-year growth in the Village of Markham has been at a moderate rate of 217 persons per annum. The draft Metropolitan Official Plan has estimated that 14,000 persons will be accommodated within the existing village limits by 1980. This growth will result from a deliberate staging policy established by the Village, but the actual timing is a matter of conjecture. The 1973 estimate of 10,000 is accordingly proportionate to the ultimate population anticipated by the Metropolitan Plan.

Stouffville

Amendment No. 5 to the Stouffville Official Plan estimates an ultimate population for the recently enlarged village of 7,500 persons; this increase to take place at the rate of roughly 225 persons per year. At this rate the 1973 population is calculated to be 5,800, although the total could vary, depending upon delay or acceleration in the staging programme.

Woodbridge.

The draft Metropolitan Toronto Official Plan estimates the 1980 population of Woodbridge to be 3,100 persons, providing no annexation takes place. The latter eventuality being uncertain at this time, the 1973 figure of 3,000 is based on the reasoning that the ultimate population will be achieved somewhat earlier than 1980.

Markham and Vaughan Townships

Both these municipalities are in similar positions with respect to population growth. Both are municipalities possessing an impressive potential for urbanization; the primary deterrent to this growth has been the lack of urban services. The Township of Markham has recently held the advantage of an agreement by which a portion of the southwest development area is sewered to Metropolitan Toronto. The result has been an average rate of growth of 231 persons per annum.

Both townships have plans for future upstream sewage treatment plants (the first is under construction in Vaughan) and the provision of urban services to new development areas could produce unexpected fluctuations in rates of growth. The ultimate population estimated in the draft Metropolitan Official Plan for the presently designated urban areas in Markham and Vaughan total 59,500 and 96,400 respectively. It is questioned whether a substantial proportion of this growth will take place prior to the introduction of further non-residential assessment. The 1973 population has accordingly been estimated at 21,000 for Markham and 25,000 for Vaughan - a product of roughly comparable rates of growth.

Sutton

The population in the Village of Sutton over the past five years has remained virtually static. In the absence of any known factors (such as annexation) which could alter this trend, the 1973 population has been estimated at 1,500 persons.

Georgina

Apart from the possible increase of permanent residency in the resort area, the population of Georgina is likely to remain static. A token increase of 55 persons per year (compared with the 39 average over the past five years) would produce a 1973 population of 3,000 persons.

North Gwillimbury

A similar situation exists in North Gwillimbury to that in Georgina. Closer proximity to Metropolitan Toronto and a more intensively developed resort area could result in a higher rate of growth than Georgina. A projection of the prevailing annual rate of growth would result in a 1973 total of 6,800 persons.

East Gwillimbury

The recent growth of population in East Gwillimbury has been largely attributable to the urbanization of township land adjacent to the Town of Newmarket. If this policy of development continues (at perhaps some risk to the economic well-being of the municipality) the population could continue to grow at a rate close to 300 persons per annum for a total of 14,300 by 1973.

King

The Township of King has currently the fourth largest population in York County and, over the past five years, has had the third highest average rate of annual growth. This increase is almost wholly due to expansion of the four hamlets in the township (King City, Schomberg, Oak Ridges and Nobleton) and to the continued growth in rural residential or estate development. The diffusion of the latter form of development through the townships has already stimulated a demand for more intensified public services than are characteristic of a purely rural area. The demand is understandable. The residents are paying an urban scale of taxes for rural services, but the cost of supplying these services over a widespread area is prohibitive. It would appear that the township must control the spread of consents and 10-acre divisions or be faced with the economic problems of services. The 1973 population of 15,600 has been accordingly based on a lower average annual increase estimated to result from the controlled expansion of the four small centres mentioned previously.

Whitchurch

The draft official plan prepared by consultants to the Township of Whitchurch estimates that the controlled expansion of rural residential development together with further urbanization of the Wilcox Lake area will result in a township population of 10,000 by 1970. The estimate was a projection from the 1960 population of 7,244; the average annual increase was accordingly 280. The 1963 population of Whitchurch was 7,600 and the attainment of the intended population by 1970 would require an annual increase of 343 persons. It is considered unlikely that this rate of growth will be achieved and the original 1970 estimate has been set as the probable total for 1973.

It may be noted that the present dominance of the 'urban' and 'suburban' municipal population will continue to be strengthened in the next decade. Out of the annual increase of 3900 for York County, the eight municipalities so classified will account for 76.7% of the total.

This dominance will accordingly be reflected in estimates of future employment trends for the urban municipalities. The metropolitan

official plan sets out the 1956 and 1980 composition of employment for the six municipalities within the Metropolitan Planning Area.

TABLE 13

COMPOSITION OF EMPLOYMENT, 1956 and 1980.

<u>Type of Employment</u>	<u>1956 %</u>	<u>1980 %</u>
Agriculture and Quarrying	45	5
Manufacture and Wholesale	26	27
Retail	7	13
Other	22	55

Source: D.B.S., and M.T.P.B.

It is estimated that employment in the category of manufacturing and wholesale will grow proportionately to the population, remaining at roughly the same percentage of total. The percentage of retail employment is expected to almost double in response to the demands of a greater and more concentrated urban population. The primary change will, however, be from agriculture, with the actual employment reducing as urbanization exacts its toll in land accompanied by a vast increase in the areas of construction, transportation, communication, business and personal services and government. Though unsubstantiated by statistical evidence, it may be concluded that similar trends in employment will occur in Aurora and Newmarket. The result will, however, be altered by a greater degree of local determinations as opposed to those municipalities under the neighbouring influence of the growing Metropolitan area. The same holds true for the Townships of King, East Gwillimbury and Whitchurch; the future employment characteristics will largely evolve from the local attitudes of permissiveness towards urban or semi-urban development.

Employment in the more northerly municipalities will be likely characterized by the growing influence of the resort areas resulting in an increased proportion of seasonal retail and service employment. Continuance of a trend toward more year-round 'resort' residents accordingly might have an effect in reducing seasonal unemployment.

In terms of employment to population, the 15% ratio of the six southern municipalities in 1956 (see Table 7 on Page 10) should be substantially improved by 1980, but will still remain considerably lower than the Metropolitan area as a whole or the suburban portion thereof. It is anticipated that the Metropolitan figure will stabilize at 45% by 1980, with the suburban ratio increasing to 33% in comparison to 27% for the six municipalities in the county. It is obvious that the northern portion of the county will be subject to changes in employment to population ratios to an extent related to previous comments on trends in type of employment.

The overall increase in population and employment will be accompanied by increasing demands for a more sophisticated degree of urban services. This in turn will be reflected in the extent of municipal expenditure on various elements of municipal services as well as in the degree of municipal indebtedness. While again no estimates of future current (or capital) expenditures are available, the following table illustrates the prevailing breakdown of costs expressed under the averages of municipalities grouped according to their primary economic function. The amounts for each service category are expressed as a percentage of the total expenditure and for comparative purposes, as an expenditure per capita.

The groupings of urban, suburban, resort and rural, utilized in Table 14 include the following municipalities.

Urban	-	Aurora	Resort	-	Sutton
		Newmarket			Georgina
					N. Gwillimbury
Suburban	-	Richmond Hill			
		Markham Village			
		Stouffville	Rural	-	E. Gwillimbury
		Woodbridge			King
		Markham			Whitchurch
		Vaughan			

While the limitations implicit in these somewhat arbitrary divisions are recognized, the table permits an evaluation of the effect of progressive levels of urbanization on municipal expenditure. In terms of the future, or more specifically 1973, the increase in costs for any one municipality may be calculated to be in rough proportion to the degree of urbanization attained and the table should accordingly be interpreted in the light of the population projections contained in Table 12. As a further guide to anticipated future expenditure, the total expenditure of the 14 municipalities almost doubled in the five years preceding 1962 while the population has grown by only 33%, in the same interval of time. This increase is only partially explained through inflation of costs - the remainder is obviously related to the needs of the growing urban population.

TABLE 14

COST OF LOCAL SERVICES BY GROUPS OF MUNICIPALITIES, 1962.

Category		Urban	Suburban	Resort	Rural	Total
Assessed Population		17,310	60,854	9,395	31,166	118,725
Total	\$	2,357,773	8,003,143	1,408,262	2,727,956	14,497,134
Expenditure	EPC	138.28	131.25	149.83	87.57	121.78
Administration	%	7.3	7.6	8.7	6.6	7.5
	EPC	10.01	9.96	12.99	5.78	9.09
Public	%	9.2	6.8	7.0	4.1	6.7
Protection	EPC	12.55	8.86	10.53	3.60	8.14
Public Works	%	11.8	14.3	13.3	18.7	14.7
	EPC	16.10	18.81	19.96	16.38	17.84
Sanitation and	%	2.5	1.8	2.2	0.3	1.7
Waste Disposal	EPC	3.35	2.34	3.28	0.30	2.02
Welfare	%	2.5	1.2	6.3	5.2	2.7
	EPC	3.35	1.63	9.48	4.53	3.26
Education	%	38.4	42.2	33.4	41.2	40.05
	EPC	52.40	55.37	50.10	36.03	49.36
Recreation and	%	2.3	1.1	1.8	0.5	1.3
Comm. Services	EPC	3.13	1.47	2.64	0.46	1.54
Debt Charges	%	13.1	10.5	6.5	6.2	9.7
	EPC	17.89	13.76	9.75	5.46	11.85
Cap. expend.	%	0.1	1.8	0.4	0.1	1.1
from revenue	EPC	0.20	2.40	0.55	0.07	1.32
County rates	%	9.7	9.0	11.7	10.7	9.7
	EPC	13.16	11.75	17.56	9.36	11.77

Note: EPC = Expenditure per capita

Source : Department of
Municipal Affairs

One further comment on Table 14 relates to the totals for the 'resort' municipalities. Sutton, Georgina and North Gwillimbury all have a substantial proportion of their assessment (and their revenue) attributable to residences with summer occupancy. These occupants are not included in the population totals for the municipality and the per capita expenditures for several categories are accordingly unrealistic. Though it is impossible to adjust the figures to compensate for this factor, the total expenditures in most categories will be slightly higher than the corresponding 'rural' figures but lower than those of the urban or suburban municipalities. The exceptions to this are in the fields of education and welfare, where the benefitting persons are solely part of the permanent population as opposed to those in summer residence only.

In general, the costs of administration, public protection, public works, sanitation and waste disposal, education and recreation and community services increase on a per capita basis with the degree and extent of urbanization. Of these services, public works and education are the most significant; that the former category does not display the same variation in cost is attributable to the fact that the major expense of public works is in roads and the townships possess the highest

proportion of road mileage per capita. Education costs, representing 40.5% of total municipal expenditure in the County, will continue to be the most significant element of both current and capital financing. Costs of education are lowest for rural or semi-urban townships where the continued existence of the school section has maintained lower expenditures. Reforms to the present school system will occasion higher costs regardless of urbanization.

Welfare costs alone will tend to diminish with increased urbanization in both per capita expense and as a proportion of the municipal budget. This is attributable to the higher income levels associated with new urban population.

The categories of debt charges and capital expenditure from revenue relate to the financial implementation of various public service programmes adopted by the local municipalities. This expenditure (either from revenue or through debentures) is basically a product of short-term policy decisions; only two York County municipalities have effective Capital Works programmes.

The debt charges carried by the functional groupings of municipalities are again indicative of the costs of progressive urbanization. Actual debenture debt is outlined in Table 15 which also provides a comparison of debt to the total taxation assessment for the fourteen municipalities.

TABLE 15

TOTAL TAXABLE ASSESSMENT AND DEBENTURE DEBT - 1962

<u>Municipality</u>	<u>Total Taxable Assessment</u>	<u>Debenture Debt</u>	<u>Debenture Debt as % of Assessment</u>
Aurora	14,710,415	3,137,875	21.3
Newmarket	14,099,340	1,694,634	12.0
Richmond Hill	30,393,145	5,116,818	16.8
Markham Village	7,736,852	1,013,374	13.0
Stouffville	3,895,939	1,011,174	25.9
Woodbridge	4,504,878	721,081	16.0
Markham Twp.	18,779,898	3,271,507	17.4
Vaughan	25,779,898	4,790,927	18.8
Sutton	2,859,023	519,618	18.1
Georgina	5,605,501	345,885	6.2
N. Gwillimbury	10,349,200	757,320	7.3
E. Gwillimbury	10,959,385	1,040,825	9.5
King	15,826,352	1,998,028	12.6
Whitchurch	9,667,770	1,142,805	11.8
Total	174,826,782	26,561,876	15.2

Source: Dept. of Municipal Affairs

This table is self-explanatory; the demands of urbanization to provide major public facilities inevitably lead to a degree of municipal indebtedness which is substantially higher than the predominantly rural areas. The three northern townships accordingly have a proportion of debenture debt to assessment of under 10% compared with the 18% of the suburban townships of Markham and Vaughan and the high of 25.9% of Stouffville (largely occasioned by the recent provision of full urban services).

The remaining column in Table 14 (Page 24) is related to expenditure in support of the county level of government. The County Rates are premised on assessment and thus on a per capita basis will continue to be higher for the urban municipalities and lower for the rural. The percentage of total expenditure will likely remain fairly constant at around 10 to 15% of the municipal budget.

CHAPTER IV

SERVICES RELATED TO METROPOLITAN TORONTO.

The existing relation of County municipalities to Metropolitan Toronto in the realm of public services or agencies is restricted to water supply, sewage disposal, conservation, roads, administration of justice and planning. Of these six categories, the last three will be dealt with at some length in Chapters V to VII; the remainder are set out below.

WATER SUPPLY - The policy of supplying Metropolitan Toronto water to fringe municipalities has been summarized in Part V of the draft Metropolitan Official Plan. With regard to the intended future construction of reservoirs in the Townships of Markham and Vaughan the plan states that:

"When these facilities are constructed there may be some surplus capacity available to permit the Metropolitan Corporation to supply limited quantities of water to those portions of these two municipalities in which the projected facilities will be located. At that time the Metropolitan Corporation will consider whether the level of water demand within Metropolitan Toronto will permit it to make any surplus water available in these areas. The establishment of the indicated Metropolitan facilities in Markham and Vaughan Townships is not to be interpreted as a firm indication that Metropolitan water will of necessity be supplied to these areas."

Further provision has been made for the emergency provision of water supply to existing urban areas north of Steeles Avenue. The draft Official Plan accordingly contains the following policy previously adopted by the Metropolitan Council:

"With respect to those areas immediately adjacent to the Metropolitan boundaries, the Metropolitan Corporation will consider the provision of water for emergency purposes, in accordance with previously established policies, which provide that such water may be made available to residential development which was in existence on January 1, 1961, where the Ontario Water Resources Commission or the local Health Unit certify an emergency health situation requiring the provision of an alternate water supply. In such cases, the Metropolitan Corporation will make water available upon examination of its own requirements and upon conclusion of satisfactory agreements with the municipalities concerned."

There have been several applications made on the basis of this policy; one has been approved and implemented for a limited area in the Township of Markham and another was approved for existing development on Islington Avenue near the Village of Woodbridge.

SEWAGE DISPOSAL - Metropolitan Toronto policy on the provision of sewage disposal services to Markham and Vaughan Townships was established in March, 1960 through the adoption by Metropolitan Council of a report on

the "provision of Metropolitan Sewage Disposal and Water Supply services north of Steeles Avenue". The basic agreement to service certain areas of Markham, Vaughan and Woodbridge was founded on the principle that "it would be against the best interests of the Metropolitan Corporation for sewage disposal facilities to be established on or near the Metropolitan boundary, i.e. within one-half mile upstream". The report continued to accordingly recommend that two general areas in Markham, Vaughan and Woodbridge be serviced to Metropolitan Toronto. The first of these, bounded roughly by Yonge Street, Steeles Avenue, the CNR and John Street is now by agreement being drained through the East Don S.T.S. while an extension eastward of the same area is contemplated for inclusion should the need arise.

The second area involved the Village of Woodbridge and the Vaughan industrial areas south of the CNR by-pass west of Highway 400. No action has been taken to service this area to the Humber system, which as yet has not been extended to Steeles Avenue.

CONSERVATION - The third area of common interest involves the mutual financial support and participation of certain York County municipalities and Metropolitan Toronto in the operation of the Metropolitan Toronto and Region Conservation Authority.

The area of jurisdiction of the M.T.R.C.A. includes the watersheds of the Humber, Don and Rouge Rivers and the Highland and Dufferin Creeks. The Authority is, within this area, concerned with matters of flood control and land, forest and wildlife conservation; the cost of the programme of implementation for the year 1962 totalled \$5,285,775 and was paid for proportionately by the Federal and Provincial governments and by the benefitting local municipalities.

The lands within the Authority's jurisdiction extend into approximately a third of the Townships of King and Whitchurch. In a recent report entitled "Pollution control and recreation in the Metropolitan Toronto region" the M.T.R.C.A., for the purpose of appraisal of the problems and needs associated with continuing urbanization, divided the area into three zones: the Metro zone (the area served by Metropolitan Toronto lakeshore sewage plants), the Development zone (serviced by local municipalities by upstream treatment plants with recreation potential partly restricted by water quality), and the Headwater zone (serviced by upstream plants with recreation potential unrestricted by water quality). All three zones extend into York County; the first into the southwest corner of Markham Township and potentially into Woodbridge and Vaughan, the second into the potentially urbanized portions of Markham and Vaughan, and the third into the balance.

The purpose of the report is to establish the need for a coordinated pollution control programme in order to preserve the existing and proposed recreation resources required for the ultimate population of the region. The report estimates that by 1980, 55 c.f.s. of sewage effluent will be delivered into the rivers (having a capacity of 80 c.f.s.) above Metropolitan Toronto. The basic concern of the Authority may be summarized by the following extract from the report:

"The proliferation of upstream sewage treatment plants must not be allowed to proceed uncontrolled. That some plants will be required outside Metropolitan Toronto is obvious, but careful planning and co-operation between all organizations is essential".

CHAPTER V

TORONTO AND YORK ROADS COMMISSION

Toward the end of the 19th century it was realized that an arterial system of highways was essential if the growing transportation requirements of Toronto and the fringe areas were to be met. In 1901 the legislature of Ontario passed an "Act for Improvement of Public Highways" under which the province agreed to pay one-third of the cost and maintenance of approved county highway systems.

An initial move to provide for such a system was rejected in 1904 but the County Road Committee succeeded in 1911 in reaching an agreement with the City of Toronto for each to contribute one third of the cost of constructing permanent roadways in the County. The first Board of Highway Commissioners was composed of three representatives from the County, two from Toronto and one from the Province. In 1914 the Ontario Highways Act was passed, obligating cities to form suburban area commissions for road purposes where the Counties took the initiative. It will be noted that this legislation applies throughout the Province and is not unique to the County of York and Metropolitan Toronto. This legislation superseded the original agreement between the City of Toronto and the County of York and provided that the respective contributions for roads should be 80% for County and City and 20% for the Province on maintenance and a 60% to 40% split on construction.

The Toronto and York Roads Commission was finally established in 1916 with two representatives each from the City and the County and one from the Province. The respective contributions were adjusted in such a way that the cost of construction and maintenance on suburban roads was divided equally between City (25%) and County (25%) and the Province paying the remaining 50%. The City of Toronto was exempted from expenditure on roads assumed by the County other than those classified as suburban. Despite an attempt by the City in 1944 to be relieved of some of its obligations with respect to suburban roads, the situation as described above prevailed until the time of incorporation of Metropolitan Toronto.

The future of the Toronto and York Roads Commission and the financial implications to the County of York resultant from the potential creation of Metropolitan Toronto were part of the consideration of the Ontario Municipal Board at the time of hearing. The decision of the Board included the following summary relating to roads in the question of adjustment of assets and liabilities.

"The board has already pointed out the need for a special adjustment between the metropolitan area and the remaining county arising from the fact that the northern municipalities with less than fifteen per cent of the County equalized

assessment would have to assume the County's portion of the cost of maintenance of nearly sixty per cent of the mileage of the existing county and suburban roads. Under the present legislation, the cost of construction and maintenance of approved county roads is shared equally by the county and the province. The province also pays half of the cost of constructing and maintaining suburban roads and the balance is shared equally by the city and the county. There were 331.48 miles of county and suburban roads in the county at the time of the hearing, but 129.91 miles of suburban roads and 69.98 miles of county roads totalling nearly 200 miles were located in the northern municipalities. This extensive road system was built by the largest and wealthiest county in the province and the very high percentage of suburban road mileage clearly shows the effect of the substantial contributions of the city in the past. It is very evident that this large mileage of improved arterial roads was built by the county in good faith and on the assumption that the very great concentration of taxable assessment in the suburbs would be available to meet a large part of the cost of future maintenance. Under these circumstances, the board feels that it would be highly inequitable to require the remaining county to pay half the cost of future maintenance of the northern county roads, and the metropolitan area as a whole should in all fairness be required to make some financial compensation to the remaining county. Compensation could be made either by way of a cash settlement or an annual contribution with the amount determined by mutual agreement, and in default of agreement by this board. In determining the amount to be paid to the county, allowance should be made for the termination of the county's liability to assist in the maintenance of the county and suburban road mileage assumed by the Metropolitan Council or individual suburbs."

The product of this reasoning was the following recommendation in the Cumming report:

- "(e) The suburbs should be relieved from their existing responsibility for the construction or maintenance of county roads, but the metropolitan area as a whole should share with the City responsibility for the construction and maintenance of all existing or future suburban roads, and for such purpose the metropolitan area should be deemed to be a city under Part III of the Highway Improvement Act.
- (f) The metropolitan area should be required to make an equitable adjustment with the remaining county with respect to the future maintenance of the existing county and suburban road system beyond the limits of the metropolitan area."

The Municipality of Metropolitan Toronto Act accordingly provided that the Toronto and York Roads Commission be continued (S.104) and that all roads originally part of the County of York road system remaining outside Metropolitan Toronto continue to form part of the county system as "suburban" roads (S.105). At the time of incorporation there were about 86 miles of county roads and 130 miles of suburban roads north of Steeles Avenue. The Department of Highways concurrently assumed 43 miles of county and suburban road and as a result 173 miles of road came under the purview of the reconstituted Toronto and York Roads Commission. The Commission itself was amended to be composed of two representatives from the County, two from Metropolitan Toronto and a fifth appointed by the above four or by the

Lieutenant Governor in Council.

Since 1953, the suburban road mileage has increased to 187 miles and in the same period the County has also assumed 17.5 miles of county road. Administrative and maintenance costs for the latter roads are met, of course, by the County; Metropolitan Toronto is financially involved only in those roads classified as suburban.

The expenditures required to support the operation of the Roads Commission in the period from 1954 to 1962 are summarized in Table 16.

TABLE 16

TORONTO AND YORK ROADS COMMISSION - TOTAL EXPENDITURE, 1954 to 1962

	<u>1 9 5 4</u>		<u>1 9 5 6</u>		<u>1 9 5 8</u>		<u>1 9 6 0</u>		<u>1 9 6 2</u>	
	\$	%	\$	%	\$	%	\$	%	\$	%
Province of Ontario	401,079	56.5	861,902	51.6	891,780	49.8	960,459	52.3	1,030,289	51.7
Metropolitan Toronto	137,970	19.5	390,233	23.3	427,445	23.9	408,801	22.2	455,260	22.9
County of York	170,283	24.0	418,403	25.1	470,492	26.3	468,645	25.5	505,297	25.4
Total Expenditure	709,332	100.0	1,670,538	100.0	1,789,717	100.0	1,837,905	100.0	1,990,846	100.0

Source: Toronto and York Roads Commission Financial Statements

While the division of costs between the County, Metropolitan Toronto and the Province of Ontario has varied from year to year (as a result of the existence of "County" as well as "suburban" roads) the basic proportions of financial responsibility remain as 25% each for the County and Metro and 50% for the Province. Table 17 illustrates the proportion of total county expenditure allocated to pay the county share of the costs of operation of the Toronto and York Roads Commission.

TABLE 17

ROADS EXPENDITURE AS PERCENTAGE OF NET COUNTY EXPENDITURE, 1954 to 1962

	<u>1 9 5 4</u>		<u>1 9 5 6</u>		<u>1 9 5 8</u>		<u>1 9 6 0</u>		<u>1 9 6 2</u>	
Expenditure	\$	%	\$	%	\$	%	\$	%	\$	%
Total (Net)	481,577	100.0	571,805	100.0	736,945	100.0	930,345	100.0	1,313,657	100.0
Roads	170,283	35.4	418,403	73.2	470,492	63.8	468,645	50.4	505,297	38.5

Source: County Financial Statements

As may be noted from Table 17, the expenditures for road purposes has increased gradually since 1956, while as a proportion of net total expenditures it has diminished from the high of 73.2% in that year to 38.5% in 1962. This is indicative not only of the currently increasing costs of other county functions (and the ability for the county to pay for them), but also of the rather heavy burden of road expenditure the county was

obliged to assume shortly after the incorporation of Metropolitan Toronto.

As indicated earlier, the total 1962 expenditure through the Toronto and York Roads Commission was \$1,990,846. This expenditure was divided in the following manner:

Construction	-	\$1,343,605	-	67.5%
Maintenance	-	\$ 453,758	-	22.8%
General	-	\$ 193,483	-	9.7%

The county paid 23% and 25% of the first two categories and about 45% of general expenses.

The Commission has prepared a programme of road improvements for the present County highway system covering the next five years. The total estimated expenditure for the five year period for construction and improvement of the present system is \$8,065,000, an average of \$1,613,000 annually. Under the present division of costs the annual County expenditure is liable to amount to an average of about \$370,000, a figure somewhat in excess of past expenditure for construction purposes.

For all the same reasons as have led, in the past, to a division of costs between the Province, the County and Metropolitan Toronto, it is of prime importance that the current arrangement be maintained. As noted earlier a change could not be contemplated in the Metropolitan Toronto Act alone; provincial legislation would have to be reviewed since city - suburban roads are in existence throughout the province.

CHAPTER VI

ADMINISTRATION OF JUSTICE

Since their inception under the Baldwin Act of 1849 the counties of Ontario have functioned as judicial units for the purpose of administration of justice. The duties previously vested in District Courts of building and maintaining courthouses and jails were accordingly transferred to the county councils. This situation prevailed until the City of Toronto grew to such a size as to make it more practicable for the City (by agreement in 1884) to assume basic responsibility for the construction, operation and maintenance of a courthouse with the county paying its proportionate share of the costs involved.

The Ontario Municipal Board had due regard to the established interrelation of County and City in formulating recommendations relating to the future Metropolitan form of government and recognized "the statutory obligation of the city and the suburbs to pay their just share of the costs of the Administration of Justice and the provision and maintenance of Courthouses and Jails".

The Municipality of Metropolitan Toronto Act accordingly provides (S.173 and S.176) that the Metropolitan Corporation shall provide a court house and jail sufficient for the purposes of the county as well as for Metropolitan Toronto. Provision for the assignment of costs for this function are set out in sections 180 and 182 of the Act. Section 180 relates to the liability of the county to share the costs of erecting, enlarging, maintaining and operating the courthouse and jail and provides in 180(3) that: "If the Metropolitan Corporation and the County are unable to agree as to the amount to be paid by the County, the amount shall be determined by the Municipal Board." Section 182 deals similarly with the liability of the County with respect to care of prisoners. A further section of the Act (S.183) provides for reconsideration of the amount of compensation agreed upon or determined by the Municipal Board under Sections 180 and 182.

An application with respect to Section 180 of the Act was made by the Metropolitan Corporation in 1957. A decision was finally reached on May 17, 1962 as to the just share or proportion of all charges and expenses to be met by the County of York; the settlement for the initial four years in question was established as 3% of the annual costs independent of the use of the jail and maintenance of prisoners. Subsequent assignment of costs of administration of justice were to be made in proportion to their equalized assessment, a method under which the County is now contributing 4.078% of the total.

In September, 1961 the County of York wrote to the Attorney-General requesting that "such legislation as may be necessary for such purposes be enacted at the next meeting of the Legislature to make provision for the establishment of a separate courthouse to serve that part of the County of York which does not form part of the Municipality of Metropolitan Toronto". The County position was predicated on the considerable distance of the Courthouse from the areas of the County which it must serve and also on the concern that the County share of the costs of construction of the proposed Courthouse would exceed the amount required to build a separate structure in the County.

While no decision has been reached on the County request the Metropolitan Corporation has endeavoured to clarify the financial issue by proposing a specific cost sharing arrangement to the County Council. In a letter dated February 6, 1964 the Executive Committee of Metropolitan Council forwarded a report from the Metropolitan Solicitor and Commissioner of Finance which recommended that the County contribute annually toward reduction of the debenture debt occasioned by construction of the new courthouse at the rate established by the Ontario Municipal Board order. This would be in lieu of lump payment toward the capital cost and would involve a payment based on $5\frac{1}{2}\%$ instalment debentures repayable over a period of 50 years. As indicated previously, the County is now contributing to administration of justice costs on the basis of equalized assessment; the current rate of 4.078% of the total and the new courthouse would accordingly cost the county approximately this percentage of annual debenture instalments over the life of the bond.

The County is of the opinion that while administration of justice is one of the basic items for consideration by the Commission, the present active negotiations among the County, the Metropolitan Corporation and the Province provide a basis for solution to this aspect of Metropolitan Toronto government. It is suggested, therefore, that this complex subject be settled by the parties involved in the present negotiations.

Registry Office

The present legislation (S.192) permits the County to withdraw from joint use of the Registry Office for the Registry Division of the East and West Ridings of the County of York. Such withdrawal would result in the payment to the County by Metropolitan Toronto of a sum equal to 15% of the agreed value of the present premises as of January 1, 1955.

The County has requested the Province to create a new Registry Division in the southern part of the County of York with the Registry Office probably located in Richmond Hill. When approval has been obtained for this change, the existing legislation will be implemented. No further change of legislation is required or desired by the County.

CHAPTER VII

PLANNING

On August 23, 1946 the Minister of Planning and Development, as a result of an application by the City of Toronto, defined as a planning area that part of the County of York which now constitutes Metropolitan Toronto. The City of Toronto was named the designated municipality and vested with the responsibility of appointing a planning board. The Toronto and Suburban Planning Board was composed of nine members, five from the City of Toronto and four from the remaining 12 municipalities.

Representation on the Board became a matter of some concern to the subsidiary municipalities and in January, 1947 the York County Council appointed an Advisory Planning Committee composed of representatives of the twelve municipalities and the Townships of Markham, Vaughan and North Gwillimbury. This body acted as liaison between the Board, the local municipalities and the County Council. A recommendation was soon forthcoming that the planning area be extended to include the remainder of the County of York. The requisite action was taken by the Minister on November 22, 1947 and the reconstituted body was named the Toronto and York Planning Board with five members being appointed by the City and four from the entire County. The Toronto and York Planning Board continued to function without significant change until 1953; due to limitations of budget the professional staff remained few in number during the same interval of time.

The chief recommendation made by the Toronto and York Planning Board was one calling for political unification of the Metropolitan Area. It was this recommendation which led in part, to the application by the City of Toronto to the Ontario Municipal Board and the subsequent "Cumming Report".

In considering the matters which led to the formation of Metropolitan Toronto, the Ontario Municipal Board had regard to regional planning. The decision of the Board was that the existing division of jurisdiction in community planning and land use control was considered to be a most serious weakness of the present system of local government. In response to this need the Board set out the following five recommendations:

- "(a) The Metropolitan Council should be given adequate powers to direct and control in a general way the physical development of the entire metropolitan area and to require local development plans and land use regulations to conform to a comprehensive plan of metropolitan development prepared by a Metropolitan Planning Board and finally adopted by the Metropolitan Council in conformity with the provisions of the Planning Act.

- (b) In the opinion of the board, a new planning area should be designated which should include the city and the twelve suburbs in their entirety, a surrounding fringe area where further urban development can be expected, and an outer fringe area where future land uses should be predominantly agricultural.
- (c) Responsibility for the preparation of a major development and land use plan for the metropolitan area and the added fringe areas should be given to the Metropolitan Planning Board, and responsibility for the adoption of this plan as it is progressively developed should be given to the Metropolitan Council alone. The representations of local councils or local planning boards, representing areas either within or beyond the limits of the thirteen municipalities, objecting to any feature of the proposed official metropolitan plan would be made as at present to the Minister of Planning and Development, and the right to require final adjudication of differences by the Ontario Municipal Board after public hearing under the existing legislation should be preserved.
- (d) The present Toronto and York Planning Board should be dissolved to make way for the proposed Metropolitan Planning Board, but other local planning boards and their local councils would continue to exercise their existing powers with respect to planning and zoning except that all local official plans, local zoning by-laws and public works would be required to conform to the Metropolitan Official Plan.
- (e) The Metropolitan Council as well as the local councils should be given the power to pass by-laws designating areas of subdivision control and all applications for approval of draft plans of subdivision under existing legislation should be referred for comment to the Metropolitan Planning Board, as well as to any local council or local planning board concerned. The Metropolitan Council and the Metropolitan Planning Board should have the right to require the reference of a draft plan to the Ontario Municipal Board provided in the present legislation."

The above recommendations have been implemented in the Municipality of Metropolitan Toronto Act (with the exception of (e), the power of the Metropolitan Council to pass area of subdivision control by-laws). Sections 219 to 222 of the Act refer variously to the constitution of the Board, definition of subsidiary planning areas, dissolution of the Toronto and York Planning Board, requirement of conformity of local official plans and public works to an approved Metropolitan Official Plan and the powers of the Metropolitan Corporation under the Planning Act, Section 221 specifically sets out the intended scope and purpose of the official plan for the Metropolitan Toronto Planning Area.

"221. The scope and general purpose of the official plan for The Metropolitan Toronto Planning Area includes,

- (a) land uses and consideration generally of industrial, agricultural, residential and commercial areas;
- (b) ways of communication;
- (c) sanitation;

- (d) green belts and park areas;
- (e) public transportation,

and such other matters as the Minister of Municipal Affairs may from time to time define under The Planning Act. R.S.O. 1960, c. 260, s. 221."

The Metropolitan Official Plan is currently under preparation; once completed and approved the plan will obviously have far-reaching effect on the urban growth in the southern six municipalities of York County which were included within the Planning Area (see Map 1). At the present time the regional influence and control of the M.T.P.B. in the fringe areas is exercised through recommendations to the Minister of Municipal Affairs on matters of zoning, official plans and draft plans of subdivision. The Board also functions as a 'consultant' to the fringe municipalities if its advice or assistance is required. The existence of the Metro body is accordingly of great significance in the formulation of any decisions which might affect the political relation of the County to Metropolitan Toronto.

Having regard to the future relation of York County to Metropolitan Toronto in the field of planning, reference may be made to a report prepared in January, 1964 on "The Planning Needs of York County" prepared on behalf of the York County Council. The report was prepared by Murray V. Jones and Associates and has been used as the source of a substantial amount of the data to be found in earlier chapters of this brief. Though the Council of the County of York has not yet adopted the recommendations of the planning report it is considered appropriate to set out some of the comments and recommendations.

After a comprehensive examination of the County and its constituent municipalities the planning needs of York County were summarized in the report as follows:

- Local
 - preparation of official plans and zoning by-laws;
 - review and approval of draft plans of subdivision;
 - delineation of proper urbanization policies;
 - preparation of special studies on specific municipal problems.
(e.g., housing, industry, parks and open space, community services, roads and traffic, redevelopment, annexation, parking as well as similar problems on an inter-municipal, though not regional, scale.)
- Regional
 - co-ordination of policies and activities of area, county and provincial agencies;
 - research and analysis in population, housing, employment, assessment, productivity, etc.
 - preparation of special studies on specific regional problems.

(e.g., studies of industrial location and requirements, regional transportation facilities and needs, regional park and recreation resources, the resort areas and their problems, establishment of comprehensive servicing policies and evaluation of overall urbanization patterns.)

In order to fulfill the established needs the report examined the alternative forms of planning organization and recommended the one which seemed most appropriate to the prevailing situation. The following section dealt with these issues:

"There are several alternatives available to York County and to the local municipalities in the county for establishing an adequate planning organization. These are as follows:

1. To request the Minister of Municipal Affairs to designate the County of York as a joint planning area which would necessitate the creation of a joint planning board and staff.
2. To request the Minister to designate the northern eight municipalities in the county as a joint planning area and appoint a planning board and staff.
3. To take no action and maintain the present situation where each municipality is designated as a planning area and has its own planning board.
4. To obtain permissive legislation to adopt a new method of undertaking the needed planning functions without the necessity of creating duplicating and overlapping organizations and functions.

The advantages and disadvantages of each alternative solution are now examined in light of the needs established earlier in this report.

1. A County Planning area and Planning Board would make it possible, under the Planning Act, to formally undertake planning in those areas of county-wide concern set out...(previously). It would theoretically be possible to coordinate the work of the County Planning Board with that of each local Board and it would also theoretically be possible to adopt a County Official Plan. However, there are a number of important objections to this course of action.

In the first place, the creation of a county planning area and board implies the necessity of a decision by the Minister to remove the southern six municipalities in the county from the Metropolitan Toronto Planning Area. Such a decision, in the opinion of this Consultant, is not likely to be made for the simple reason that the basis for defining the boundary of the Metropolitan Planning Area is as valid today as it was in 1953, insofar as York County is concerned. The economic, social and physical development of the southern part of the county is inextricably bound to Metropolitan Toronto; the wider area is also affected but to a decreasing intensity.

In the second place, even if a reduction in the Metropolitan Planning Area were feasible, there is no strong feeling that any benefit to the county would result from such a change. Of even more significance, at least in this Consultant's opinion, is that formal county planning under the provisions of the Planning Act, and under the present organization for planning already established in the county, would not prove to be workable and thus would not achieve the objectives for which it would be created. The history of joint planning operations in Ontario does not lead to a feeling of confidence in their ability to achieve any significant results; the adding of more planning machinery does not necessarily mean more or better planning. For these reasons, a formal County Planning Area and Planning Board is not recommended.

2. Partial county planning would mean the designation of the northern eight municipalities as a planning area and the appointment of a joint planning board. This solution would avoid conflict with the present boundary of the Metropolitan Toronto Planning Area but would raise the basic question of the validity of a partial county planning area where the justification of a complete county planning unit is in doubt. Another problem which would militate against this alternative is the issue of sharing costs. It would be preferable for the financial resources of the whole county to be used for any form of county planning but if this practice were adopted the southern six municipalities would be paying 52% of the cost of a function operating only in the northern part of the county.

Under present legislation only those municipalities within a planning area are permitted to contribute to the costs of the operation of the planning board. Unless new legislation were obtained, the costs of operating a minimal planning function would be met by each municipality in proportions designated by the Planning Board but probably would be based on a formula combining the present County equalization of assessment and population.

It should also be pointed out that under the Planning Act a county cannot request the Minister to designate a County or part-county planning area. Such a request would have to come from each of the municipalities desiring to form a joint planning area. The term 'county planning' used in this report refers to the creation of an area planning board either under existing legislation or under amended legislation which would define a County or part of a County as a municipality for the purposes of the Planning Act.

A further complication should be borne in mind. Joint planning under the Planning Act requires the naming of one municipality to be

the 'designated' municipality for the purposes of preparing an Official Plan. In the case of York County the designated municipality would likely be Newmarket, the headquarters for the County. The complications arising from this provision of the Act are numerous and militate against a satisfactory and effective planning operation being carried out.

3. Retaining the present organization is not consistent with the needs established....(earlier). At the present time there is a need, and in the future there will be a greater need, to:

- a) provide information on a continuous basis on a variety of area problems;
- b) coordinate the programmes of several existing and possible future agencies of the county;
- c) provide a competent consulting service to each local Planning Board and Council.

These needs cannot be met under the present system of planning in the County. While cooperation among the municipalities and between certain municipalities will always be necessary, such cooperation, even if achieved, will not be sufficient to provide for the planning needs outlined in this report. Maintenance of the present organization is, therefore, not recommended.

4. A new approach appears to be required; one that will overcome the inherent difficulties of piling organization upon organization and one which will complement and supplement the existing facilities of the County and its municipalities. This alternative should be an organization which would attempt to provide information and research, play an advisory role to the county as a whole and, at the same time, provide a substantial consulting service to the local municipalities. A body of this kind would consist of a small but well-trained staff located in the county offices and directly responsible to the County Council through a committee of the Council. The principal responsibilities of the staff would be to;

- a) Collect and analyze information on the economic, social and administrative aspects of the county's present and future development.
- b) Provide information and give advice to the county council, its committees and special purpose agencies on any specific or general problems referred to them by Council.
- c) Provide a consulting service for any or all municipalities within the County on the request of the planning board and/or council of the municipality.
- d) Maintain a close liaison with the Metropolitan Toronto Planning Board as well as other planning agencies having jurisdiction in areas adjoining the County of York and keep the County Council informed on all developments affecting the County of York.
- e) Perform any other related function as may be determined by the County Council from time to time.

In order to make these functions more effective, it is proposed that the County Council, in addition to a Planning Committee composed of appointed members of Council, appoint the following officers to act as a technical advisory committee to the planning staff and through them to the Council:

1. The Chief Engineer, Toronto and York Roads Commission;
2. The County Medical Officer of Health;
3. The Commissioner of Planning of the Metropolitan Toronto Planning Board or his nominee;
4. The Director of Operations, Metropolitan Toronto and Region Conservation Authority, or his nominee;
5. The Field Officer of the Holland Valley Conservation Authority, if and when appointed;
6. Any other appropriate official designated by the County Council.

It would be the function of these officials to act as an advisory group and for this purpose would regularly meet with the county planning staff whose chief officer would be the chairman of the technical advisory committee.

It is this consultant's opinion that the organization just described would enable the required functions of providing information, undertaking research and providing a consulting service to be carried out in an efficient manner and at a minimum cost."

The County Council intends to implement this report. It is recommended, therefore, that the legislative basis for planning in the Metropolitan Area remain substantially as presently enacted. It is the County's view that a combination of the geographical extent of the Metropolitan Planning Area and the scope of the Metropolitan Official Plan combined with the proposed County planning organization will provide for effective future planning for the area.

CHAPTER VIII

A CASE FOR STRUCTURAL CHANGE IN METROPOLITAN TORONTO
AFFECTING THE SOUTHERN BOUNDARY OF YORK COUNTY

A. Continuity of Urban Development

Many persons and organizations have attempted from time to time to establish tests which could be used in determining whether a municipality or territory should be included within a metropolitan governmental area.

In this area the Civic Advisory Council developed and applied such tests and presented the results as part of the evidence before the Ontario Municipal Board in its hearing on the application by Toronto for amalgamation. The report of the O.M.B. stated that while the recommended boundaries of Metropolitan Toronto should not be considered permanent it nevertheless could not agree with the Civic Advisory Council that Markham and Vaughan Townships and the incorporated municipalities within them should at that time be included in the new Metropolitan Corporation.

Generally speaking, the tests applied by the Civic Advisory Council, and others, rested on the degree of continuous urbanization or probable urbanization and as a general guide must be considered as a valid approach to the creation of an urban political structure. The Royal Commission on Local Government in London, England used much the same tests but cited a number of factors in many specific cases where a literal application of the principle was not considered necessary.

The circumstances that exist at this time in the Metropolitan Toronto area most certainly show that urbanization or proposed urbanization exists in a continuous fashion somewhat to the north of the Metropolitan Toronto boundary, in greater proportion to the west of Metropolitan Toronto and in a lesser proportion to the east. Most of the present urbanization occurs along both sides of Yonge Street between Steeles Avenue and the northern limit of Richmond Hill and has come about as a result of a number of factors, not the least of which is the historical fact that this location was the shortest route between Lake Ontario and Georgian Bay.

The best guide to future urbanization is to be found in the draft Metropolitan Toronto Official Plan which provides for an ultimate population of 200,500 persons in the urban southern part of the County within the Metropolitan Planning area. The proposed distribution of urban land uses shows an enlargement and filling in of the Yonge Street corridor and the development of lands in an east-west direction immediately adjacent to Steeles Avenue. Other population centres are proposed in the established urban areas of Woodbridge, Unionville, Markham Village and Stouffville with infilling of other smaller urban centres. Using the

test, therefore, of existing or proposed continuous urban development it would appear that at least some part of the area of the municipalities adjoining Metropolitan Toronto qualify for inclusion in the corporate area of Metropolitan Toronto.

At the present time the surplus of labour force in this area indicates a high degree of dependence on Metropolitan Toronto, since most jobs are located in the latter area. Studies of traffic movement, and particularly the movement in rush hours, confirms the high degree of reliance on Metropolitan Toronto for providing job opportunities for a large part of the urban population in the Markham-Vaughan area. The development of urban land in conformity with the draft Metropolitan Official Plan should provide a better theoretical correlation between job opportunities and labour force but it is not anticipated that a pattern that differs from the one now existing in any other part of Metropolitan Toronto will result; employment and residence locations in the same area do not necessarily mean that persons live near their work. Since this is the case, it does not follow that, should a closer correlation between employment and residence develop, that this would overcome or diminish the dependence of this area on Metropolitan Toronto.

B. The relation of services to urban development

With continuous urban development comes the need to consider the provision of integrated urban services. This need has been one of the traditional reasons used for enlarging a municipal boundary. In this case there already exists a direct relation between Metropolitan Toronto and the southern part of the county in that Metropolitan sewer services are being supplied to a part of the area and are proposed to be supplied to other parts in the future. The future Metropolitan Toronto water plan also provides for reservoirs and connecting trunk mains to be located in both Markham and Vaughan, though the primary purpose is to establish a technically satisfactory solution for storage and pressure in a grid system to serve the residents of Metropolitan Toronto. While a plan for storm sewers has not been evolved it is obvious that storm drainage from urban development north of Steeles Avenue as far north as the watershed boundary between Lake Ontario and Lake Simcoe will mean that storm water must flow directly through Metropolitan Toronto.

The matter of roads has been dealt with more extensively in another part of this brief but for the purpose of this chapter it might be noted that there is now, and will be more so in the future, a most direct relation between the road needs of urban residents in the southern part of the County and the provision of road facilities within Metropolitan Toronto. The opposite situation is also evident; the need of good roads in the County for the purposes of residents of Metropolitan Toronto.

In summary it could be said, with considerable accuracy, that present and future urbanization adjoining the northern boundary of Metropolitan Toronto requires now, and will require even more in the future, a growing interdependence for the provision of urban services. If these facts constitute the test for change in political structure it would follow that the boundary of Metropolitan Toronto should be moved further north.

C. Other considerations

There are a number of other subsidiary reasons that could be developed which would indicate the desirability of a change in the Metropolitan boundary. The creation of the CNR marshalling yard and access lines immediately north of Steeles Avenue could be said to be a Metropolitan facility with the benefits accruing from this installation (industrial development) being for the benefit of the Metropolitan Corporation. This point is simply one part of the basic facts stated at the beginning of this chapter which indicated that there was indeed provision for continuous urbanization to a limited extent north of the Metropolitan boundary. The fact that a significant portion of this urban development will be 'balanced' by the existence of the rail facilities and its attendant industrial development, makes the area look particularly attractive for strengthening the tax base of the adjoining municipalities in Metropolitan Toronto.

It could also be argued that present plans for limiting urbanization north of Metropolitan Toronto might not prove feasible and the financial and technical limitation on the provision of urban services may well be overcome with increasing demand for accommodating increased population. The existence of an urban 'expressway' in the form of Highway 400 at the present time and proposed construction of Highway 404 through Markham Township lends weight to this attitude. An extensive part of the county drains to Lake Ontario and the existence of a Metropolitan service system which is limited in its present construction to serving the people of the Metropolitan Corporation and only small areas beyond may not be adequate when it is considered that future growth of the Metropolitan area may require a much more extensive area of land than is now allocated. The question is one of time. It is conceivable that before the end of the century it may be necessary to consider supplementing the present service system of Metropolitan Toronto with an entirely new system which could very well mean an "express" trunk main system running through the Metropolitan area but serving areas beyond.

Still another argument could be developed to the effect that the urban populations adjoining Metropolitan Toronto (in this case to the north) should be required to pay their fair share of the cost of Metropolitan facilities. This argument is as old as the history of municipal annexations. On the whole, therefore, a simple approach to the problem

would indicate that the existence and projection of a future continuous urban area outside Metropolitan Toronto with its necessary dependence on certain Metropolitan services would indicate the propriety of extending the boundary of the governmental area to better fit the physical and social Metropolitan area.

CHAPTER IX

A CASE FOR MAINTAINING THE PRESENT BOUNDARY BETWEEN
METROPOLITAN TORONTO AND THE COUNTY OF YORK

In the County's view there are a number of significant arguments which can be used to substantiate a case for maintaining the present boundary of Metropolitan Toronto.

The first relates to the arguments developed in the previous chapter concerning continuity of urban development and the consequent need for some integration of urban services. This would be a good argument if no other considerations were to apply. In other words, if adequate controls did not exist precisely determining the extent and location of urban development; if controls were not available for determining the location, capacity and methods of operation of such services as sewage disposal and water supply; if an organization such as the Metropolitan Toronto and Region Conservation Authority with its approved programmes for flood and pollution control did not exist, then it could very well be argued that political control over the urban fringe was a vital necessity.

Many things have happened since 1953 which can and do act as effective substitutes for expansion of political territories. The existence of the Metropolitan Toronto Planning Area, the powers contained in the Metropolitan Act with respect to the Official Plan, the active and coordinated programmes of the Conservation Authority and the role of the Ontario Water Resources Commission all combine to produce the basis for physical, policy and financial planning which did not exist previously. The case of certain services illustrates this point. A definite and long-range plan is in existence for serving the future urban areas in the southern part of the County with metropolitan services, in part, being extended to the limit of their capacity on a simple contractual basis and with the balance of the area being served by a limited system of local facilities, so located and controlled as to provide adequate local services and at the same time not causing difficulties for the residents of Metropolitan Toronto.

As indicated earlier, the basic issue is a question of the timing of further extensive urbanization not presently contemplated. An analysis of present and proposed urbanization north of the boundary of Metropolitan Toronto is being developed in such a way and with such controls as to not warrant political control by Metropolitan Toronto in order to protect its interests. Should it become necessary in the future to contemplate another extensive area of urbanization much larger than that now proposed it will obviously have to result in a change in political organization for the

simple reason that it would involve the creation of an extensive new system of "Metropolitan" services. It is the view of the County that should this situation develop 20 or 30 years from now that there will be sufficient time to consider the appropriate changes in the political structure and consequently action at this time, that far in advance of possible needs, is completely unwarranted.

From another point of view, any expansion of the Metropolitan Toronto boundary to the north must involve a close examination of the financial effect on the remaining county and the municipalities directly affected and must also involve serious examination of an entirely different concept for county organization. At the present time, the southern six municipalities in the county and in the Metropolitan Toronto Planning Area pay 52% of county levies. While it is not possible to precisely determine the proportion of County expenditures in each municipality it is safe to say that should the southern six municipalities be separated from the County an intolerable financial burden on the eight remaining County municipalities would result.

For the purpose of this discussion it is assumed that any boundary change would include whole municipalities since, as indicated by many authorities such as the "Cumming Report" and the London Royal Commission report, only under extreme circumstances should part of an existing political territory be separated, unless either a new municipality is formed or annexation to an existing political unit takes place. The simple fact is that if only the lower portion of municipalities such as Markham and Vaughan were annexed to Metropolitan Toronto it would result in a most serious effect on the existing and potential tax base of those municipalities and hence the county as a whole. The necessary result of such action would simply be renewed efforts to reconstitute another balanced tax base which would surely involve repeating efforts at industrialization and therefore general urbanization. At the present time, many of the municipalities in the County are experiencing increased difficulty in raising revenues without causing undue burden on what is still an agricultural economy. The planning objective must be to create an economic base which minimizes unbalanced urban growth and at the same time permits economic operation of agricultural lands. It is fully appreciated by the County Council that this objective is difficult to attain but it feels strongly that to remove the possibility of balanced urban assessment can only make the economic use of the vast majority of the land area for agricultural purposes more difficult. By the same token, the inclusion of large agricultural areas into the fundamentally urban complex of Metropolitan Toronto would also have the effect, despite recent amendments to the Assessment Act concerning farm assessment, of increasing the tax load on the owners of agricultural lands.

The second part of this problem has to do with the economic and political effect on the remaining county. If Metropolitan Toronto as a political organization, and a very effective political organization, is to continue to increase the number of local municipalities in the federation then serious consideration has to be given to a reorganization of the remaining counties from which such local municipalities would be removed. The original geographic areas of counties, including those along the north shore of Lake Ontario, were created in a non-urban era. They have a large frontage on the lake and extend in a perpendicular direction to the north. The growth of large urban centres which are fundamentally circular in shape, or semi-circular in the case of Metropolitan Toronto, cuts directly across this series of parallel north-south lines. It may very well be that the time has come to consider county reorganization in a similar semi-circular manner or perhaps in an east-west direction paralleling the urban region developing along the shore of Lake Ontario. The parts of two or more remaining counties could then be joined in a new form of "federated" or county system of local government concerned with the very special needs of that large territory which now exists between the principal urban centre and the truly agricultural hinterland. As stated earlier, this purity of function hardly exists in the southern part of Ontario. There are large areas of land which are predominantly rural and there is an increasing amount of land lying between this latter area and the major urban centres which, while part of the Metropolitan region, is nevertheless a distinctive new form of settlement for which new political organization might be required.

The County therefore, and with great respect, suggests that the present and future physical, social, economic and political problems between the present Metropolitan Toronto and the present County of York would not be solved by the simple expedient of extending the Metropolitan boundary. For the next 20 to 30 years at least there appears to be entirely adequate means available for ensuring a workable arrangement through the legislative and administrative institutions which have been devised in the past 10 years. There is no evidence that can be brought forward which proves that any change in the Metropolitan boundary would benefit either of the two organizations and their citizens. The County recognizes that it is desirable to make political adjustments both in terms of structure and in terms of function to suit rapidly changing needs. There is a growing awareness of the relationships which do exist in this increasingly interdependent urban society and the County is constantly making better preparations for assessing its needs and its relation to the needs of others. The County will in the future attempt to bring about changes which it feels are required but it does not feel that any basic changes are required at this time.

